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ABSTRACT

This study examines obstacles faced by limited English-speaking adults in bilingual vocational training projects. Methods and procedures used in nine federally funded bilingual vocational training projects to resolve the identified obstacles are documented, and their usefulness is assessed. The purpose and background of the study are first surveyed. The obstacles to trainee participation encountered in the projects are then identified. The discussion next focuses on selected aspects of planning that enable project staff to identify and prevent potential obstacles to participation among prospective trainees and on mechanisms and procedures for identifying obstacles during outreach, screening, and recruitment; during intake; in the classroom or on the work site; and through trainee counseling. These attendance obstacles are cited and resolutions for each are presented: personal and family problems, health problems, transportation problems, lack of housing, and lack of financial resources. Discussion follows of these instructional obstacles and available resolutions: adapting instruction to trainees' levels, difficulties resulting from absences, adapting to styles of trainee participation, inappropriateness of instructional materials, trainees' anxieties about training, and inappropriate behavior. Suggestions are made for mechanisms and procedures to identify, prevent, and resolve obstacles to participation on a systematic basis. Appendixes include project descriptions and a bibliography. (YLB)

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MIRANDA
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FINAL REPORT

OVERCOMING OBSTACLES TO FULL PARTICIPATION OF TRAINEES IN BILINGUAL VOCATIONAL TRAINING PROGRAMS

Prepared as part of
Contract No. 300-82-0151

By
Dale W. Berry and Mona A. Feldman

December 1983

Submitted to:
U.S. Department of Education
Office of Bilingual Education
and Minority Languages Affairs

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ABSTRACT

This research study identifies selected obstacles which prevent limited English-speaking adults from benefiting fully from bilingual vocational training. The obstacles selected for study are of a financial, instructional or cultural nature. The report contains documentation of methods and procedures used in federally funded bilingual vocational training projects to resolve the identified obstacles, assessments of the usefulness of the methods and procedures, and suggestions for identifying and resolving obstacles.

The study is based on the premise that, although a trainee may encounter obstacles to full participation, the trainee is not the obstacle. The obstacles encountered by trainees result from factors in the trainees' backgrounds, such as unfamiliarity with the training environment or customs of the U.S. workplace, specific features of the program, and actions (or lack of action) on the part of the staff. Although a number of obstacles are identified, few appear to be culture-specific. Specific problems resulting from the obstacles are grouped into two categories; those related to (1) trainee attendance and (2) adapting instruction and materials to fit the learning styles and backgrounds of the trainees while preparing them to work in English-speaking work environments in the U.S.

The report presents and assesses optional procedures for identifying, preventing and resolving obstacles during the planning phase as well as during the various activities involved in conducting a training program.

Obstacles to full participation of trainees in bilingual vocational training projects generally have been resolved successfully. The recommendations of the report focus primarily on policies and procedures for preventing obstacles to trainee participation.

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PREFACE

This report examines ways in which obstacles to full participation of limited English-speaking trainees may be identified, prevented and resolved in bilingual vocational training programs. Full participation of trainees in such programs involves steady attendance, and successful completion of the training course or attainment of target competencies in the vocational skill and job-related English. The obstacles examined are those of a financial, cultural or instructional nature. Preventing and overcoming these obstacles allow the limited English-speaking trainees the opportunity to achieve their full potential, and increase the probability that the program will meet its goal of having graduates increase their economic self-sufficiency through employment.

The study upon which this report is based is authorized by Part B, Subpart 3, Section 189 of the Vocational Education Act, as amended, and is one of a series of several reports on research in bilingual vocational training authorized by that legislation.

The contents of the report are based on the experiences of bilingual vocational training projects and will be useful to staff in those projects. Others who may find the report useful are persons who are: (1) responsible for training instructors who will work in bilingual vocational training; (2) involved in nonvocational training programs for the limited English-speaking, such as English-as-a-second-language or prevocational programs; or (3) concerned with planning bilingual vocational training or related programs for limited English-speaking adults.

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The consultants to the project--Ms. Mary M. Galvan and Dr. Rudolph C. Troike--provided assistance at critical points during the study. Their comments, critiques and suggestions are reflected in this report.

Mr. Luis Arce, Ms. Sandra Baca-Sandoval, Ms. Ding-Jo Currie, Mr. Michael Edmonds, and Ms. Nora Wang, as well as Ms. Galvan and Dr. Troike, served on the Panel of Experts for this study. The panel's assistance was invaluable in identifying issues for study and in designing the research plan.

Our gratitude is extended to the 70 persons in bilingual vocational training projects who contributed to the study through interviews and provided other assistance during the field work. Nine bilingual vocational training projects were visited; brief descriptions of these projects are provided in Appendix B.

An earlier version of this report was reviewed by more than 40 practitioners in bilingual vocational training and related fields during two review meetings. The final report incorporates the many valuable suggestions made by the reviewers. Appendix C contains a listing of those persons who reviewed the report in draft.

Among the contractor's staff, the authors are indebted to Ms. Maria Elena Pynn and Ms. Maria Elena Nicolau who participated in various activities of the study. We extend our gratitude for their efforts in report production to Ms. Jeretha H. Gass, Mr. Robert D. Redlinger and Ms. Cecilia Arguello.

Despite the efforts devoted to this project by others, the authors alone are responsible for any omissions or errors of fact or interpretation.

Dale W. Berry Mona A. Feldman

EXECUTIVE SUMMARY

OBJECTIVES AND SCOPE OF STUDY

This study examines selected obstacles faced by trainees in bilingual vocational training projects. The principal objectives of the study are:

1. To identify cultural, financial and instructional obstacles which prevent limited English-speaking persons from participating fully in bilingual vocational training projects,
2. To document methods and procedures used in federally funded bilingual vocational training projects to resolve the identified obstacles, and
3. To assess the usefulness of the methods and procedures used in the projects.

The study also contains suggestions for identifying and resolving obstacles, based on the findings and assessments.

The obstacles which are the subject of this study are those encountered by trainees enrolled or seeking enrollment in the program; excluded are obstacles which might prevent potential trainees from seeking to join the program. Also excluded are obstacles to employment, although these are often the same as obstacles to participating in training, and institutional obstacles, except in the context of the institutions which operate bilingual vocational training projects.

The principal purpose of this study is to provide information useful to persons who plan and operate bilingual vocational training projects or similar programs for limited English-speaking adults. The report draws upon the experiences of nine federally funded bilingual vocational training projects which were visited during the study.

Obstacles included in the study are those that interfere with a trainee's (1) ability to attend the program, or (2) learning style or motivation to learn. The obstacles studied also are those that arise from the trainee's limited familiarity with a different culture or the project staff's limited familiarity with the trainees' cultures; trainee's lack of financial resources; or the staff's selection of instructional materials, approaches or measures which are inappropriate for the trainees' cultural backgrounds or learning styles.

A basic assumption underlying this study is that, while a trainee may face an obstacle, the trainee is not the obstacle. Trainees come to bilingual vocational training projects with problems, but it is incumbent upon project staff to try to respond to and to assist trainees to cope with those problems. Although problems in learning sometimes are the obverse of instructional problems, this study focuses on instructional, as opposed to learning, obstacles. Instruction, to the extent possible, should be geared to the trainees' needs, backgrounds and capabilities and levels of performance. Failure of the trainees to achieve their full potential in the training program, should that occur, is a function of the instruction rather than trainee deficiencies.

BACKGROUND OF STUDY

The target group for bilingual vocational training is very diverse. Included are limited English-speaking adults who lack marketable job skills or who need upgraded job skills. Trainees include recent immigrants, political and economic refugees, second- or third generation immigrants, and Native Americans. Trainees may be of any non-English language background, and throughout the existence of bilingual vocational training, dozens of language and ethnic groups have been served. In addition to possessing language and ethnic diversity, trainees were born in many different countries and have varied cultural, educational, and work backgrounds. Some trainees, particularly refugees, have not lived previously in an industrialized, much less a post-industrial society.

Despite their diversity, trainees have some common characteristics. They have limited or no working experience outside the home or family setting, and an inability to understand or to benefit fully from vocational training conducted solely in English. Many trainees are poor and lack the resources to attend training programs. Many lack not only financial resources but also the knowledge of services, such as child care, that might be available which would help them to attend training.

To realize the full benefits of training, it is necessary, of course, for trainees to attend a program until they have attained the training objectives. From the standpoint of a project, trainee attendance and completion of training is important to ensure success in job placement.

Beyond being able to attend and complete the training program it is necessary that trainees receive effective instruction; that is, that they be provided the opportunity to participate fully in and learn from classroom, workshop or on-the-job training. Moreover, trainees must have the motivation to learn and to participate in the training.

Attendance and instructional problems sometimes are interrelated. Personal, family or cultural adjustment problems which make attendance difficult also may interfere with trainees' concentration when they are able to attend. Resolution of classroom or instructional problems sometimes depends on resolution of other problems which may not be readily apparent. Also, trainees who lag in the classroom sometimes lose self-confidence, begin to attend sporadically and fall farther behind, or they drop out of the program.

PROCEDURES FOR IDENTIFYING AND PREVENTING OBSTACLES

Effective procedures for identifying and preventing potential or actual obstacles to full participation of trainees begin with project planning and include a target group needs assessment. Based on the needs assessment, it is possible to plan the following to minimize potential problems of trainees:

- project location(s),
- training schedules,
- arrangements for external services and resources,
- project staffing,
- intructional materials and tests, and
- trainee financial aid.

Identification and/or prevention of potential and actual obstacles continue during the outreach, recruitment and screening phase and then during the operational phase of a program. During the operational phase, obstacles may be identified during intake and orientation, during classroom, lab, shop, or worksite instruction or practice, and during individual or group counseling of trainees.

Effective screening of applicants involves interviewing and testing, with final evaluations and selection of applicants for the training openings by the project staff. Interviewing involves obtaining information on the trainees' heritage, education, work experience, motivation, expectations relating to the training and post-training jobs, and potential or actual problems, including income needs, which might interfere with attendance or classroom/work site participation.

Tests used to screen applicants include measures of English language proficiency and, sometimes, vocational interest and/or aptitude. While English proficiency tests may be used to establish eligibility for the program (that is, that an applicant is of limited English-speaking ability), vocational interest and aptitude tests are useful for determining the suitability of an applicant for the program. When appropriate tests are not available, interest and aptitude are determined during the screening interview.

During intake and orientation, project rules and expectations of trainees are explained. Some trainees may choose to drop out of the program at this point, and others may indicate potential problems which require immediate attention by the staff.

Identification and prevention of trainees' problems and potential instructional obstacles in the classroom, lab, shop, or on the work site may involve several elements:

- developing teaching strategies appropriate for the trainees' backgrounds and learning styles that enables the instructional staff to observe and identify trainees' problems,
- measuring and evaluating progress of trainees,
- establishing procedures for trainees to critique and evaluate instructors,
- establishing rapport with the trainees, and
- using instructional aides and trainees to help identify trainees' problems.

Because of limited funding, counseling in bilingual vocational training projects focuses on job-related matters; that is, job hunting, applying for jobs, behavior on the job, etc. Trainees usually are referred to other service providers for help with emotional, marital, child care, and a wide variety of other personal or family problems and needs. Personal problems, however, may be identified as the cause of difficulties that a trainee may be experiencing in the training program. Although the counselor often does not have the time to counsel trainees fully regarding such problems, the problems should be identified. In fact, they are sometimes inescapable. After a problem is identified, the counselor, in conjunction with the trainee, develops a method of helping the trainee to resolve the problem.

Counseling may be provided formally or informally, and counseling sessions with trainees may be regularly scheduled or held on an ad hoc basis. Some of the procedures for counseling in use at the projects visited are:

- Case conferences are held on a regularly scheduled basis between the instructors and the job developer/counselor and the job developer/counselor schedules sessions with trainees, as appropriate;

- Attendance or behavioral problems of trainees are discussed at regularly scheduled staff meetings, and counselors schedule sessions with trainees, as appropriate;
- Instructors as a group review the progress and problems of trainees at the end of each day or as warranted, and counselors are alerted to potential problems of specific trainees;
- Instructors serve as "mentors" of trainees and have regularly scheduled sessions, referring the trainees for additional counseling or services, as necessary;
- Trainees are told of the availability of staff to help them should they have a problem; includes such procedures as "open door" policy of counselor and other staff, providing trainees with home telephone numbers of staff members in case of emergencies, etc; and,
- Counselors or other staff provide reactive and "crisis" counseling as problems occur.

OVERCOMING ATTENDANCE OBSTACLES

In addition to the resulting problems of absenteeism and tardiness, staffs of the projects visited identified the following obstacles to attendance:

- Personal and Family Problems, including:

  --Marital Difficulties;
  --Child Care Problems;
  --Family Planning and Pregnancy; and,
  --Other Personal and Family Problems;

- Health Problems and Substance Abuse;
- Transportation Problems;
- Lack of Housing; and,
- Lack of Financial Resources.

All of the bilingual vocational training projects have and enforce regulations limiting the number of allowable absences, both excusable and unexcusable, and the number of times a trainee is permitted to be late. A prevalent procedure used is to simulate the work environment by giving trainees responsibility for calling in when they will be late or absent. The trainees' backgrounds, including prior schooling and work experience, often are taken into account in deciding how to enforce attendance rules.

Various forms of counseling and referral are used in the projects to help trainees cope with personal and family, health, and housing problems. Some project staff members have arranged workshops, outside regular project training hours, for trainees with problems to receive information or to discuss their problems. Family members who oppose a trainee's participation in the program sometimes are invited to the project for an explanation and demonstration of the training.

Procedures for resolving transportation problems include orientation regarding the use of public transportation, scheduling classes to be convenient for public transportation schedules, arranging ride sharing among trainees or trainees and staff, and providing transportation to training with a project vehicle.

Among the principal resolutions for financial difficulties of trainees are:

- Projects provide stipends or training allowances to all eligible trainees;
- Trainees may be eligible for the Basic Educational Opportunity Grant (BEOG) from the sponsoring organization if it is a community college or university;
- Project staff members and/or the trainees contribute money or help to raise funds for those trainees in need;
- Project staff members make arrangements for trainees to obtain part-time or temporary employment, on-the-job training with pay that is supplemental to the training program, or work study;
- Project staff members may advise trainees about and assist them in obtaining income from other sources, such as unemployment compensation, loans or welfare, when the trainees are eligible, and/or supportive services;
- Project staff members assist trainees in setting up a budget or refer trainees to financial counseling services;

- The job developer/counselor tries to place a needy trainee on a job quickly at or near the end of the training cycle;
- Classes are scheduled so trainees can come to the program a minimal number of days for longer hours; and,
- Instructional materials, tools and/or equipment are provided to the trainees free of charge for their use during the program.

OVERCOMING INSTRUCTIONAL OBSTACLES

Various types of classroom/work site problems occur in bilingual vocational training projects. Some of the major problems and available resolutions based on the experience of the projects are as follows.

Problem: Adapting Instruction to Trainees' Levels

Resolutions:

- The vocational and job-related ESL instructors gear their instruction to the majority of the trainees;
- Trainees may be provided the basic information only or more advanced material, depending on the trainees' rate of progress and skill level;
- Individual instruction is provided;
- The class is divided appropriately during the training cycle into small groups or pairs for specific activities or exercises;
- Trainees work and learn at their own pace, completing projects within a specified time frame;
- Trainees receive extra tutoring or are referred to supplemental classes;
- The instructor builds an atmosphere of cooperation, a working group of trainees who encourage and help each other;
- Trainees are scheduled to practice the vocational skill or to converse in English during specified time periods;

- Review sessions, make-up tests, additional materials and special assignments are provided for trainees;

- Individual counseling is recommended by the instructor;

- Trainees have the flexibility of switching training cycles or classes; and,

- All project staff members are involved in regularly scheduled staff meetings or conferences to identify and resolve any problems trainees are having.

Problem: Difficulties Resulting from Absences

Resolutions:

- When an absence is anticipated:

  --Trainees are encouraged to work on their own, if at all possible; special assignments or materials are provided;

  --An instructional aide or trainee can be designated to visit the trainee to provide tutorial assistance; and,

  --The instructor reviews with the trainees before the absence the material that will be covered.

- To help trainees catch up after an absence, these options are available:

  --Tutoring or individual instruction is provided by the appropriate staff member;

  --The trainee receives any materials that were handed out to the class during his/her absence;

  --The trainee and the appropriate staff members work out a procedure to enable the trainee to make up the work that was missed;

  --The instructor reviews with the whole class the material the trainee missed;

  --Review sessions are conducted on a regular basis for all trainees; and,

--Counseling is provided to determine why the trainee is having a problem.

Problem: Adapting to Styles of Trainee Participation

Resolutions:

- If problems arise because of the trainees' unfamiliarity with school or training environment:

  --Instructor explains that the nature of schooling and training and workplace customs in this country are different from the customs of their home(lands) and how they differ; trainees share their experiences;

  --Instructor observes some of the values and traditions that the trainees exhibit;

  --Instructor gradually modifies his/her teaching strategy to ease the adjustment of the trainees;

  --Instructor discusses with the trainees the different techniques for teaching and learning, their advantages and disadvantages; and,

  --Instructor and/or aide work(s) individually with the trainees to teach work habits and study skills.

- If trainees are reticent or fear making mistakes, the following alternatives can be considered:

  --The instructor accommodates the trainees by conducting group activities;

  --Trainees learn how and when to be assertive; oral communication skills are stressed;

  --The instructor works to build the confidence of trainees and asks individual trainees to write a problem on the chalkboard and then asks questions of the trainee, or asks the trainee to make an oral presentation in front of the class, in their native language or in English;

  --The instructor and/or instructional aides work with the trainees individually to provide specialized instruction, reinforcement and encouragement; and

--Individual counseling is provided to the trainees.

- If trainees are not interested in learning or doing work, there are a number of ways of generating and maintaining motivation:

  --Instructors stress the importance of acquiring English in relationship to the need for English on the job;

  --Instructors use different techniques or strategies and develop and/or use game-like exercises to sustain the trainees' interest;

  --Instructors explain the reasons for and importance of particular activities; and,

  --The project staff meets to evaluate the trainees' performance in all aspects of the training program.

Problem: Inappropriateness of Instructional Materials

Resolutions:

If available materials are at a reading level that is inappropriate for the trainees, are culturally biased, do not include text in the languages in which the trainees are literate, or are otherwise confusing or not well-organized, various approaches are used:

- The instructors explain the content and review all written material with the class, using different methods of presentation;
- The instructors revise the materials as training progresses; and,
- The instructors adapt or develop supplementary materials, such as audiotapes, videotapes, slide presentations, blueprints, handouts, exercises, and games.

Problem: Trainees' Anxieties About Training

Resolutions:

For various reasons, trainees may be apprehensive about failing in the job training program or in their future employment.

Alternatives for facilitating instruction and assisting the trainees to adapt to training include:

- The instructors and instructional aide(s) work individually with the trainees, providing encouragement, support and positive reinforcement of previously acquired skills;
- The instructors provide opportunities for the trainees to be successful; and,
- The instructors invite former trainees who have successfully conquered their fears to discuss the problem with the trainees.

Problem: Inappropriate Behavior

Resolutions:

- The instructors and/or instructional aides discuss appropriate behavior in class and on the job and review the project's or employer's rules and regulations;
- Individual counseling is provided by the job developer/counselor; referral to appropriate agency;
- Trainees working as a group encourage and are supportive of each other;
- The instructor explains the various methods for solving problems or completing projects; cultural differences also are discussed; and,
- For trainees receiving on-the-job training, project staff supplies work site supervisors with a training guide; instructors and translators intervene, when necessary, at the work site.

RECOMMENDATIONS

1. Training allowances or stipends should be retained as an allowable expenditure for bilingual vocational training projects.

--Training allowances compensate trainees for expenses incurred while in training and for current income that they may forego in order to attend training.

--Training allowances enable trainees to meet their basic subsistence and psychological needs, increasing the probability that they will benefit fully from the training.

--When full stipends are not provided by a project, small allowances should be provided to help trainees defray out-of-pocket costs to attend training; and projects also should provide, to the extent possible, necessary training items (such as protective clothing, books and tools) at no or reduced charge to trainees.

--When full stipends are not provided by projects, staff should help trainees to obtain part-time employment or paid on-the-job training positions.

2. Target group needs assessment should focus on needs and problems which affect the ability of persons to participate in the program.

--Emphasis should be continued on assessing vocational and English language needs of potential trainees, but potential participation problems should be given equal weight in the planning process.

--Needs assessment should include information on the target group's background relative to nationality, ethnicity, native language, education, work experience, and familiarity with the culture of the U.S. workplace; income levels and family/household sizes, age-sex cohorts, income levels, current employment, etc.

3. Project planning should focus on issues that affect potential participation.

--To the extent possible, locations and schedules should be convenient for trainees; materials and tests should be understandable and not culturally biased; financial assistance should be provided, if needed; and project staff should be compatible with trainees in terms of language and cultural background.

--Advance arrangements should be made, to the extent possible, for referrals of trainees for needed supportive services, as identified during needs assessment.

4. Screening and selection should focus on enrolling persons who most need the training and, from among that group, those who are most motivated to participate fully.

--Priority should be given to applicants with the lowest level of beginning English-speaking ability that will allow them to learn the specific job skills being offered.

--Next, priority should be given to applicants with the lowest rates of employment or the lowest job earnings during the year prior to entering the program.

--Next, priority should be given to applicants who meet specific criteria for vocational interest and/or aptitude.

--Next, priority should be given to those persons still remaining who are most likely to participate and benefit fully from the training; that is, those who are motivated and willing to make a strong commitment to participating in the program.

5. Early identification and prevention of obstacles to participation should be emphasized in projects.

--Early identification and prevention of obstacles are enhanced by an adequate needs assessment, by encouraging trainee involvement in the operation of the project, by encouraging trainee evaluation of the instruction, and by holding regularly scheduled counseling sessions with trainees or periodic staff reviews of trainee progress.

--Trainees should have available to them easily accessible and confidential lines of communication with staff members, and the trainees should know that these avenues of communication and help exist.

--All project staff and staff of any other organizations involved closely with the trainees should be provided orientation to the trainees' native cultures and how to identify signs of problems that trainees might be experiencing.

6. Project staff should be selected for their capability and appropriateness for serving the trainees.

--Obstacles to participation of trainees often can be avoided by having appropriate and competent staff. Conversely, project staff may create obstacles for trainees. All project staff members should be, of course, competent and skilled in their respective areas; that is, the vocational skill, ESL, counseling, etc. Full participation of trainees in the program is enhanced if, in addition to possessing basic competencies, instructors are able to communicate well with limited English-speaking trainees, understand the trainees' native cultures, and use the trainees' native language(s) as well as English in the instruction. Instructors and other staff also should be empathetic to the trainees and committed to the bilingual vocational training approach. These qualifications are found often but not always in persons with similar ethnic and cultural backgrounds as the trainees. Because of the personal and confidential nature of counseling, most persons responsible for counseling in bilingual vocational training projects are of the same ethnic and cultural backgrounds and speak the native languages of the trainees.

--Instructional aides and translators are a valuable supplement to vocational instruction, but, except when absolutely necessary, they should not be used as a substitute for qualified bilingual instructors.

7. The use of successful former trainees as role models should be increased.

--Successful former trainees are ideal role models for current trainees. In some projects, aides are former trainees and serve as role models; in other projects, former trainees may be sought out to volunteer their services.

--Former trainess should be involved early in the program, preferably during orientation of trainees, as well as at subsequent points.

8. Early job referrals and job placements should be avoided to the extent possible.

--Completion of training is not possible when trainees leave early to take jobs. Project staff should refer trainees to employers only when the trainees have completed or nearly completed their training (vocational and job-related English) objectives.

9. Project record systems should be established to distinguish among training completers and the various types of non-completers.

--Distinctions should be made between trainees who are dismissed from training and those who drop out.

--Among trainees who drop out, distinctions should be made between those who drop out voluntarily and involuntarily.

The recommendations presented above are based on successful strategies and practices for enhancing the full participation of limited English-speaking adults in bilingual vocational training. The recommended policies, strategies and practices are for the purpose of refining bilingual vocational training--a proven approach and program for increasing the self-sufficiency of limited English-speaking adults.

I. PURPOSES AND BACKGROUND OF STUDY

OBJECTIVES AND SCOPE OF STUDY

The study which culminates in this report examines selected obstacles faced by trainees in bilingual vocational training projects. The principal objectives of the study are:

1. To identify cultural, financial and instructional obstacles which prevent limited English-speaking persons from participating fully in bilingual vocational training projects,
2. To document methods and procedures used in federally funded bilingual vocational training projects to resolve the identified obstacles, and
3. To assess the usefulness of the methods and procedures used in the projects.

The study also contains suggestions for identifying and resolving obstacles, based on the findings and assessments.

The obstacles which are the subject of this study are those encountered by trainees enrolled or seeking enrollment in the program; excluded are obstacles which might prevent potential trainees from seeking to join the program. Obstacles faced by projects in recruiting trainees, although important, also are not addressed directly in this report. In addition, obstacles are excluded which may affect many segments of the population, such as handicapping conditions; obstacles to employment, although these are often the same as obstacles to participating in training; and institutional obstacles, except in the context of the institutions which operate bilingual vocational training projects.

The principal purpose of this study is to provide information useful to persons who plan and operate bilingual vocational training projects or similar programs for limited English-speaking adults. Although the study focuses on the experiences of bilingual vocational training projects, much of the information would be useful for staff of programs providing (1) training to limited English speakers by other methods, (2) vocational English-as-a-second-language (ESL) or general ESL instruction, or (3) pre-vocational or basic education programs for limited English-speaking persons.

This report draws upon the experiences of nine federally funded bilingual vocational training projects which were visited during the study.* The authors also have drawn upon their knowledge, as well as the knowledge of consultants and members of the Panel of Experts for the study, of bilingual vocational projects funded at other times and/or through other sources.** The study assesses and prescribes procedures for identifying and resolving obstacles, based both on what is (1) desirable for operation of an effective bilingual vocational training project, and (2) practicable in the settings within which the projects operate.

BACKGROUND OF STUDY

Limited English-speaking adults who reside in the United States face many obstacles in their lives. One of the most serious obstacles, of course, is the language barrier. Lack of knowledge of English often has resulted in unemployment and underemployment of limited English-speaking adults. Traditionally, these persons have had problems not only in finding employment but also in participating in job training because such training generally is conducted only in English.

Bilingual vocational training is designed to remove the language barrier in job training, by using both the native language and English in conducting the job skills instruction. Concurrent job-related English instruction supports the vocational training by providing the trainee knowledge of English required to learn the job skill and to obtain and retain employment in the occupation for which training is being received.

Resolution of language obstacles, however, does not automatically insure that other obstacles will be overcome. Cultural adaptation problems, motivational problems, family problems, financial needs, and instructional problems related to the learning styles of trainees may still exist.

Only a limited amount of research has been devoted to the topic of obstacles to participation in bilingual vocational training. Although many specific obstacles have been identified from time to time

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*A description of the methodology for the study is presented in Appendix A. Brief descriptions of the projects visited are presented in Appendix B.

**The consultants and members of the Panel of Experts, as well as the persons who reviewed this report in draft are listed in Appendix C.

EXHIBIT 1

BILINGUAL VOCATIONAL TRAINING

Bilingual vocational training is designed to provide job skills training to persons:

- who are of limited English-speaking ability,
- who are 16 years of age or older,
- who have left elementary or secondary school,
- whose native language is not English, and
- who are unemployed or underemployed.

The principal goals of bilingual vocational training are to provide trainees with (1) new or upgraded occupational skills, (2) the skills necessary to work in English-speaking environments, and (3) employment or the ability to compete in the labor market upon completion of training.

Federally funded bilingual vocational training projects began in 1975 under the authorization of the Educational Amendments of 1974. Currently, 12 projects are funded under Title I, Part B, Subpart 3 of the Vocational Education Act, as amended in 1976.

The duration of job skills training is generally less than one year in federally funded bilingual vocational training projects. Job-related English is taught concurrently with and in support of the occupational skills training. Because of the short duration of the training, it is possible to teach only limited amounts and types of English. The focus is on English specific to the job and the English required to find and retain employment. Because of the integration of occupational and English skills instruction, close coordination is essential between the vocational and job-related English instructors.

by staff in bilingual vocational training projects, those obstacles and methods to overcome them have not been examined systematically.

A frequent obstacle to full participation in job training programs has been lack of motivation of trainees. Many bilingual vocational training projects have extensive screening processes designed to select motivated persons for enrollment; however, learning difficulties or personal or family problems affecting a trainee may occur during the course of the training, requiring counseling, reinforcement or other types of intervention to help the trainee resolve difficulties.

Because of their limited funding, bilingual vocational training projects are unable to devote extensive resources to counseling trainees regarding personal or family problems. Counseling focuses on job-related matters; that is, job hunting, applying for jobs, behavior on the job, etc. Trainees usually are referred to other service providers for help with emotional, marital, child care, and a wide variety of other personal or family problems and needs.

The target group for bilingual vocational training is very diverse. Included are limited English-speaking adults who lack marketable job skills or who need upgraded job skills. Trainees include recent immigrants, political and economic refugees, second- or third-generation immigrants, and Native Americans. Trainees may be of any non-English language background, and throughout the existence of bilingual vocational training, dozens of language and ethnic groups have been served. In addition to possessing language and ethnic diversity, trainees were born in many different countries and have varied cultural, educational, and work backgrounds.* Some trainees, particularly refugees, have not lived previously in an industrialized, much less a post-industrial society.

Despite their diversity, trainees have some common characteristics. They have limited or no experience working outside the home or family setting, and an inability to understand or to benefit fully from vocational training conducted solely in English. Many trainees are poor and lack the resources to attend training programs. Many lack not only financial resources but also the knowledge of services, such as child care, that might be available which would help them to attend training.

To realize the full benefits of training, it is necessary, of course, for trainees to attend a program until they have attained the training objectives. From the standpoint of a project, trainee attendance and completion of training is important to ensure success in job placement. Trainee attendance and dropouts affect not only the effectiveness of projects, but their efficiency as well. When trainees drop out of a project early, extra resources must be devoted to replacing them or fewer persons will complete the training. Whatever measure of efficiency might be used--cost per trainee, cost per unit of instruction, cost per completer, or cost per successful completer--efficiency will be reduced (costs will be increased) as the number of dropouts increases.

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*See Appendix A for the native languages and places of birth of the trainees enrolled in the nine projects visited during this study.

To achieve and maintain high completion rates (or low dropout rates), projects need ways to identify and resolve potential and actual problems which might affect the full participation of trainees.

Beyond being able to attend and complete the training program it is necessary that trainees receive effective instruction; that is, that they be provided the opportunity to participate fully in and learn from classroom, workshop or on-the-job training. Moreover, trainees must have the motivation to learn and to participate in the training.

Attendance and instructional problems sometimes are interrelated. Personal, family or cultural adjustment problems which make attendance difficult also may interfere with trainees' concentration when they are able to attend. Resolution of classroom or instructional problems sometimes depends on resolution of other problems which may not be readily apparent. Also, trainees who lag in the classroom sometimes lose self-confidence, begin to attend sporadically and fall farther behind, or they drop out of the program.

A basic assumption underlying this study is that, while a trainee may face an obstacle, the trainee is not the obstacle. Trainees come to bilingual vocational training projects with problems, but it is incumbent upon project staffs to try to respond to and to assist trainees to cope with these problems. In view of the diverse cultural, educational and work backgrounds of the target groups, project staffs face potential problems in ensuring that trainees are able to attend, complete and benefit fully from the training. This study was conducted from the perspective that it is the responsibility of project staffs to identify and help resolve obstacles faced by trainees, specifically those of a cultural, financial or instructional nature. Although problems in learning sometimes are the obverse of instructional problems, this study focuses on instructional obstacles. We start with the assumption that instruction, to the extent possible, should be geared to the trainees' needs, backgrounds and capabilities. Failure of the trainees to achieve their full potential in the training program, should that occur, is a function of the instruction rather than trainee deficiencies.

SELECTION OF OBSTACLES FOR STUDY

The specifications for this study limit the types of obstacles to participation to those of a cultural, instructional or financial nature. Unfortunately, these terms do not have meanings which are consistent across different contexts. Therefore, it was necessary to develop criteria for selecting obstacles to be studied. Some of the parameters for the inclusion of obstacles are noted above: the obstacles are restricted to those which are not prevalent in the general population and those which are faced by trainees in or eligible applicants to bilingual vocational training projects. Obstacles also are excluded which are the result of severe mental, emotional or physical disorders and thus require extensive rehabilitation or treatment.

A general criterion for inclusion of an obstacle is that it must interfere with a trainee's

- ability to attend the training program, or
- learning style or motivation to learn what is taught in the program.

Specific criteria for inclusion of an obstacle are that it must result from:

- trainee's unfamiliarity with U.S. institutions, workplaces, customs, or services;
- trainee's lack of financial resources;
- interference with trainee's freedom of choice/action to adapt to a different culture;
- lack of familiarity with trainee's culture or learning style on the part of project staff;
- selection and use of inappropriate instructional materials or approaches for the particular backgrounds and learning styles of the trainees; or,
- inappropriateness (to the trainee's cultural/language background) of measures of assessment, interest, aptitude achievement, and proficiency.

Sources of obstacles to participation sometimes are outside the project environment. For example, a trainee's lack of familiarity with a new cultural setting or lack of financial resources are present before the person enters training. Trainees' freedom of choice or action to adapt to a different culture may be restricted by family members or other members of their community. For example, family traditions or pressure from elders may conflict with a trainee's choice to help support the family, enter a certain occupation, or, especially for females in certain cultures, even to plan to work outside the home.

Other obstacles to full participation in training originate from within the project; that is, they result from specific decisions and actions (or lack of action) on the part of the project staff. Obstacles may result, for example, from the choice of inappropriate instructional approaches or materials, cultural "interference" in communication between staff and trainee, or selection of tests that are culturally biased.

KEY TERMS

Certain key terms used in this report may have different meanings from their use in other contexts. Exhibit 2 on the following page lists definitions of the principal terms and concepts as they are used in this report.

CRITERIA FOR ASSESSMENT

As noted above, an objective of this study is to assess the usefulness of the methods and procedures used in bilingual vocational training projects to "identify and resolve obstacles to full participation of trainees." The "usefulness" of methods and procedures includes considerations of:

- Effectiveness; that is, did the procedures appear to work? Was the obstacle identified and resolved as a result of the procedures? Was the resolution in keeping with the overall goals and objectives of bilingual vocational training?

- Practicality; that is, are the procedures practical and efficient? Can they be implemented readily within the constraints of most project budgets or by utilizing external resources at reasonable or no cost?

- Replicability; that is, are the procedures transferable to other projects and other settings?

It will be noted that "effectiveness" essentially means "workability." Effectiveness is not measured in terms of outcomes such as the completion rate of trainees. Comparable records regarding trainee dropouts are not available throughout bilingual vocational training projects. Even if such records were available, it would not have been possible as part of this study to attribute outcomes to specific procedures.

EXHIBIT 2

DEFINITION OF KEY TERMS

Full Participation: Steady attendance and active involvement in classroom or work site activities which enable trainees to complete training and to achieve their potential in learning the target vocational and job-related English skills.

Learning Styles: Ways in which trainees receive, process and retain concepts and information from instructors and materials. Learning styles vary among individuals and are influenced by life experiences, including cultural and educational backgrounds.

Motivation: The incentive of becoming employed which causes trainees to want to participate fully in order to acquire or upgrade a job skill.

Financial Obstacle: Any lack of resources which impedes a trainee's ability to participate fully in the program.

Instructional Obstacles: Difficulties related to failure to adapt instructional approaches and/or materials to the cultural backgrounds or learning styles of the trainees.

Cultural Obstacles: Difficulties in learning behavioral patterns and attitudes that are appropriate to the new culture which prevent trainees from participating fully in the training.

Culture of the U.S. Workplace: Refers to the customs, values, beliefs, and behavioral expectations which are prevalent in the subculture of the workplace in any locale in the U.S. (This phrase is used for convenience and does not imply that there is a monolithic culture in the U.S.)

Job-Related English-as-a-Second-Language (ESL): The vocabulary and structures taught in bilingual vocational training programs. It includes English specific to the training content of the vocational skill and to jobs for which a group of trainees is being prepared. Also included is the English necessary for finding employment and for interaction in English-speaking work environments. Job-related English instruction incorporates a functional approach using second language methodology and is taught concurrently and integrated with the vocational skills instruction.

Work Site: As used in this report, refers to all non-classroom training sites, either on employer or project premises. Thus, it includes both actual work sites and simulated work sites, such as laboratories and shops.

The general considerations above were the starting point for developing specific criteria for assessing methods and procedures used in the projects. These criteria are shown in Exhibit 3 on the following page. The criteria are divided into three categories: those which apply to (1) identifying obstacles, (2) overcoming obstacles or resolving problems, and (3) both identifying and overcoming obstacles. Most of the criteria apply to procedures for identifying and/or resolving both attendance and classroom/work site problems. As becomes evident from discussions in subsequent chapters, a variety of methods and procedures may fulfill the criteria, depending on a number of factors, including the nature of the obstacles, the target group, and project resources.

Criteria for Identifying Obstacles

Procedures for identifying obstacles or potential obstacles should emphasize early identification of problems in order to prevent a problem from occurring or to facilitate an early resolution. The early identification of problems is facilitated by:

- ensuring that trainees and prospective trainees thoroughly understand the program
- having systematic procedures for identifying problems
- focusing on prevention rather than reaction
- having all staff members alert to identifying problems
- providing trainees the opportunity to express their needs and ideas.

Additionally, the instructional staff should be alert to and have procedures for identifying problems in the classroom or on the work site which result from the cultural, educational and work backgrounds of trainees, as well as their learning styles, literacy levels or English proficiency levels.

Criteria for Overcoming Obstacles

Procedures for overcoming obstacles should, to the extent possible, be available on a systematic and equitable basis for all trainees and should include follow-up to ensure that problems are resolved. Unlike procedures for the identification of obstacles, which should involve all staff members, procedures for overcoming obstacles should involve only the staff members most appropriate for resolving each particular problem.

EXHIBIT 3

CRITERIA FOR ASSESSMENT OF METHODS/PROCEDURES

Criteria for Identifying Obstacles

Procedures should ensure that trainees (and applicants) understand what the program is, what it offers, and its purposes.

All staff members should be involved in identifying obstacles (and potential problems).

Mechanisms/procedures should exist which provide trainees (and applicants) the opportunity to express their problems and needs.

Criteria for Overcoming Obstacles

Procedures for resolving problems must be available to and applied equally for all trainees; that is, they must be equitable.

Instructors should be willing to consider changing or adapting their instructional approaches to ensure that trainees have the highest probability of learning.

Resolution of attendance or classroom problems should involve the staff member(s) or other person(s) most appropriate and/or qualified to resolve the problem(s).

Procedures for resolving problems should include follow-up to ensure that the problem was really resolved or does not recur.

Criteria for Both Identifying and Overcoming Obstacles

8. Procedures for identifying and resolving attendance and classroom problems should be preventive and not merely reactive.

9. Problems (or potential problems) should be identified and resolved at the earliest time possible.

10. Screening and selection procedures should not exclude applicants from the program if they face obstacles to attendance which are resolvable.

11. Procedures for identifying and resolving attendance and classroom problems should be "in place" or systematic and not developed only as problems arise.

12. Mechanisms/procedures should exist which provide trainees the opportunity, individually or as a group, to suggest changes in and affect the operation of the program.

13. Instructors should understand that trainees have different cultural and educational backgrounds and that these factors affect learning styles and what specific instructional approaches will be appropriate.

14. Instructors and other staff should be willing to select or adapt materials to ensure that they are appropriate for the trainees, including comprehension level, cultural content, and language in which the text is written.

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II. IDENTIFYING AND PREVENTING OBSTACLES

INTRODUCTION

The initial step to overcoming obstacles to trainee participation is to identify potential and actual obstacles. Some potential obstacles can be identified and prevented during the planning and design stage of a project, while other obstacles must be identified and resolved during the operational phase. This chapter contains a discussion of the obstacles to trainee participation that have been encountered in the projects included in the study. The remainder of the chapter contains a discussion of (1) selected aspects of planning which enable project staff to identify and prevent potential obstacles to participation among prospective trainees; and (2) mechanisms and procedures for identifying obstacles during outreach, screening and recruitment; during intake and orientation; in the classroom or on the work site; and through formal and informal counseling of trainees. Procedures used for resolving obstacles which do occur are the subject of Chapters III and IV, while Chapter V contains suggestions for mechanisms and procedures to identify, prevent and resolve obstacles to participation on a systematic basis.

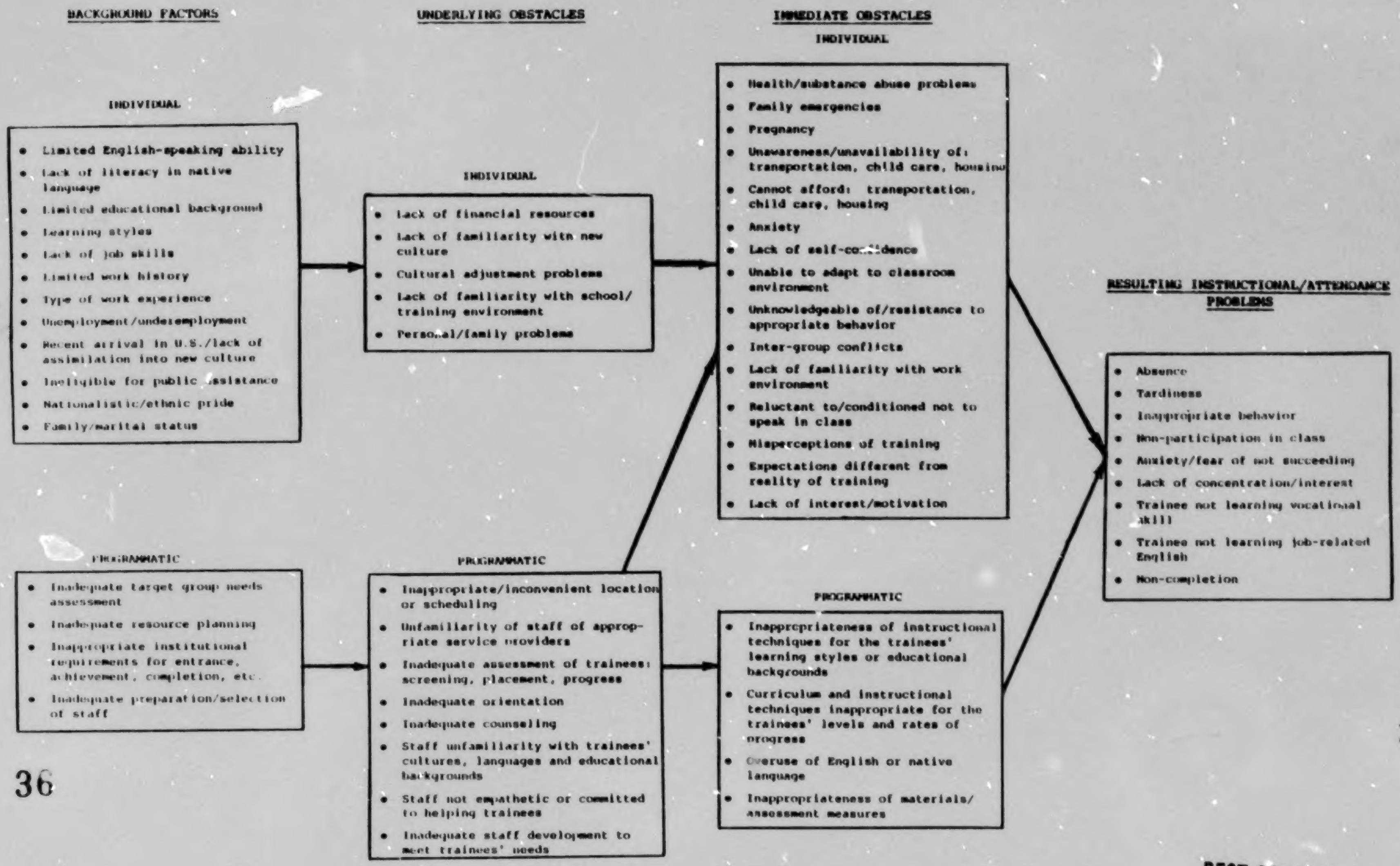
OBSTACLES IDENTIFIED

The obstacles to full participation of trainees encountered in the nine projects studied could not be classified neatly into predetermined categories. A major finding is that few, if any, obstacles identified appear to be culture-specific. Moreover, the obstacles often cannot be considered as being more prevalent in a particular culture than in another because many similarities exist across the various native cultures of the trainees in bilingual vocational training projects. Individual differences often appear to be as great as or greater than differences among cultural groups. Thus, although some of the obstacles identified may be specific to certain cultures or more prevalent in one culture than another, such distinctions are not made in this report. Research of a much different scope and content would be required to justify such distinctions.

Exhibit 4 on the following page lists the obstacles to full participation of trainees that were identified in the nine projects visited. Both individual and programmatic obstacles faced by trainees were identified. Within each of these categories, obstacles are designated as "underlying" or "immediate."

EXHIBIT 4

BACKGROUND FACTORS, OBSTACLES AND RESULTING INSTRUCTIONAL/ATTENDANCE PROBLEMS



BACKGROUND FACTORS

INDIVIDUAL

- Limited English-speaking ability
- Lack of literacy in native language
- Limited educational background
- Learning styles
- Lack of job skills
- Limited work history
- Type of work experience
- Unemployment/underemployment
- Recent arrival in U.S./lack of assimilation into new culture
- Ineligible for public assistance
- Nationalistic/ethnic pride
- Family/marital status

PROGRAMMATIC

- Inadequate target group needs assessment
- Inadequate resource planning
- Inappropriate institutional requirements for entrance, achievement, completion, etc.
- Inadequate preparation/selection of staff

UNDERLYING OBSTACLES

INDIVIDUAL

- Lack of financial resources
- Lack of familiarity with new culture
- Cultural adjustment problems
- Lack of familiarity with school/training environment
- Personal/family problems

PROGRAMMATIC

- Inappropriate/inconvenient location or scheduling
- Unfamiliarity of staff of appropriate service providers
- Inadequate assessment of trainees: screening, placement, progress
- Inadequate orientation
- Inadequate counseling
- Staff unfamiliarity with trainees' cultures, languages and educational backgrounds
- Staff not empathetic or committed to helping trainees
- Inadequate staff development to meet trainees' needs

IMMEDIATE OBSTACLES

INDIVIDUAL

- Health/substance abuse problems
- Family emergencies
- Pregnancy
- Unawareness/unavailability of: transportation, child care, housing
- Cannot afford: transportation, child care, housing
- Anxiety
- Lack of self-confidence
- Unable to adapt to classroom environment
- Unknowledgeable of/resistance to appropriate behavior
- Inter-group conflicts
- Lack of familiarity with work environment
- Reluctant to/conditioned not to speak in class
- Misperceptions of training
- Expectations different from reality of training
- Lack of interest/motivation

PROGRAMMATIC

- Inappropriateness of instructional techniques for the trainees' learning styles or educational backgrounds
- Curriculum and instructional techniques inappropriate for the trainees' levels and rates of progress
- Overuse of English or native language
- Inappropriateness of materials/assessment measures

RESULTING INSTRUCTIONAL/ATTENDANCE PROBLEMS

- Absence
- Tardiness
- Inappropriate behavior
- Non-participation in class
- Anxiety/fear of not succeeding
- Lack of concentration/interest
- Trainee not learning vocational skill
- Trainee not learning job-related English
- Non-completion

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The left-hand column of Exhibit 4 lists factors in the trainees' backgrounds and various programmatic background factors which lead to underlying obstacles to full participation. The underlying obstacles lead to immediate obstacles which, in turn, result in instructional and/or attendance problems.

The underlying individual or programmatic obstacles result from the corresponding individual or programmatic background factors. The immediate individual obstacles may result from either underlying individual obstacles or from underlying programmatic obstacles (as shown by the arrows in Exhibit 4). For example, a trainee's misperception of training may result from lack of familiarity with the school/training environment (underlying individual obstacle) or inadequate trainee orientation (underlying programmatic obstacle).

As shown by the arrows leading to the right-hand column of Exhibit 4, the instructional and/or attendance problems may result from either individual or programmatic obstacles or some combination of these. The problems listed in the right-hand column are those confronted by instructors, other project staff and the trainees. In addressing these problems, project staff should keep in mind that the problems are symptomatic of other problems or conditions; that is, the obstacles listed in Exhibit 4.

Resolution of any of the instructional/attendance problems listed in Exhibit 4 may require resolution of one or more of the trainee and/or programmatic obstacles. Appropriate resolutions may be sought by identifying the causes of observed problems. For example, if a trainee is not learning a vocational skill, his/her lack of progress may result from the immediate (individual) obstacle of lack of self-confidence which may result from the underlying (individual) obstacle of lack of familiarity with the training environment or cultural adjustment problems. The underlying (individual) obstacles may be, for example, a consequence of limited schooling, work experience and exposure to the new culture.

The problem noted above (trainee lack of progress in learning a vocational skill) may be traced to programmatic/instructional obstacles, either in addition to or instead of the individual obstacles. An immediate programmatic obstacle may be the use of inappropriate instructional materials--for example, materials that are at a level of English which the trainee cannot yet grasp. This immediate obstacle may result from the underlying programmatic obstacle of, for example, inadequate assessment of the trainees' English-speaking ability. This underlying obstacle may be a consequence of, for example, inappropriate screening or testing requirements on the part of the project's sponsoring institution.

It is evident from the relationships shown in Exhibit 4 that instructional or attendance problems often will have multiple causes. Moreover, effective resolution of problems may require resolution or prevention of obstacles at different levels.

Some immediate obstacles may be resolved with relatively minor actions. In the example of the trainee who is not learning a vocational skill, the immediate obstacle may be resolved by a slight change in instructional approach. Overcoming other immediate instructional obstacles--for example, inappropriate materials--may require considerable effort, however.

In some cases, the immediate obstacle cannot be resolved without addressing the underlying obstacle. For example, if instructional approaches are not appropriate for the learning styles or backgrounds of the trainees (immediate obstacle), the cause may be traced to the instructors' lack of understanding of these factors (underlying obstacle). In this case, the appropriate resolution might involve orientation of instructors regarding the trainees' native cultures or improved assessment of incoming trainees. Similarly, a trainee's difficulties in attending training may be traced to an underlying obstacle, such as lack of financial resources or unfamiliarity with the new culture.

The underlying programmatic obstacles often are difficult to resolve after a program training cycle begins, and the difficulties increase as the cycle progresses. Therefore, it is important that the program planning process include consideration of such issues as project location; scheduling; staff selection and orientation; screening, orientation and assessment of trainees; and counseling mechanisms and procedures. The planning process also should include identification of potential underlying obstacles to participation among the target group of prospective trainees. Prevention of financial obstacles to participation, for example, requires advance planning to provide financial assistance. Knowledge of the other individual underlying obstacles is critical for program design and for planning referrals of trainees to other organizations for assistance.

PROCEDURES FOR IDENTIFYING AND PREVENTING OBSTACLES

Procedures During Planning

During the planning and design stage of a new project or the re-planning stage of a continuing project, it is appropriate to consider several factors from the standpoint of their potential impact on trainee participation. The intent of the following discussions is to emphasize the importance of trainee participation factors in various aspects of planning.

Target Group Needs Assessment

Part of the planning for any training project consists of determining the needs of the target group. Often, the primary emphasis is on assessing vocational and English language needs, with much less attention given to those needs and problems which might affect the ability of trainees to participate. These latter issues, however, should be explored fully as part of the target group needs assessment.

An adequate needs assessment includes, in addition to the vocational and English language concerns:

- general demographic characteristics, such as age and sex groupings, family or household size, number and ages of children, etc.
- cultural and ethnic backgrounds, including, for example, native languages, countries or geographic regions of birth, ethnic group, length of time in the U.S., familiarity with U.S. culture, etc.
- educational and work backgrounds, including languages of school and workplaces
- income levels, sources and needs
- locations of the target group; that is, areas of residence of potential trainees
- availability of transportation; public transit, car ownership, carpooling possibilities, etc.
- social service needs; housing, health, child care, etc.
- interest in and availability for training and for work; days and hours of availability.

Information on the above topics generally is gathered during the planning process and often is included in planning documents or grant application packages. Sources for these types of data include surveys, census data, representatives of minority language communities, and representatives of service providers in the target communities. If the target group consists of refugees, information may be available from volunteer agencies, mutual assistance agencies and public organizations serving refugees. Some projects have advisory groups which include representatives of the target group, and those persons may be able to provide valuable information for needs assessment.

The information obtained during the needs assessment is useful, of course, for helping to identify potential obstacles to participation among the target group. Analysis of needs assessment data can help in planning various aspects of a project which will help facilitate participation and help prevent subsequent problems.

Project Location

If there are options available regarding where project facilities can be situated, it is important to consider locating the training site(s) so that prospective trainees will have the least difficulty in enrolling and attending training. Because of budget constraints or availability of appropriate facilities, it is not possible always to accommodate the trainees' needs completely.

The needs assessment data will provide information to aid in planning project location(s). The residences of the target group can be compared with the locations of public transportation facilities and routes. Information on automobile ownership also may be useful to determine whether trainees may drive to the project and if carpooling might be feasible.

Some projects have changed locations of their facilities based on experience. In one project in a rural area which serves a geographically dispersed population, classes were rotated among three training sites near where the trainees live. After a year's experience, it was determined that the method was too costly because of the expense of transporting materials, equipment and instructors to and from the sites. Therefore, during its second year, the training was consolidated at one site which improved the training facilities and reduced project costs. However, an unfortunate consequence of the consolidation was that some trainees experienced difficulties in getting to the consolidated training site. As a result, trainees share rides with each other and often are transported to the training site by project staff.

In a project providing on-the-job training, some participating employers' facilities have been located in areas remote from where the trainees live. When possible, the project staff is attempting to engage employers with facilities in reasonably accessible locations for the trainees. In the interim, the staff is working to encourage ride sharing among the trainees.

Training Schedules

A matter closely related to location is the scheduling of the days and hours of training. A number of factors may be involved in establishing schedules, including the availability of facilities, instructors or trainees at particular times. Some vocational classes are conducted only during evening hours because the instructors or trainees work during the day or because the facilities or equipment are in use during the day. Some classes have been held only during the day so that trainees have the opportunity to obtain part-time evening jobs. The days and hours of on-the-job training are controlled by the employers' work schedules.

The needs assessment information is useful in planning training schedules to accommodate the availability of trainees. For example, if it is known that many potential trainees hold daytime jobs, consideration may be given to evening classes, if other factors allow.

PLANNING FOR PROJECT ACCESSIBILITY TO TRAINEES

Three factors related to the accessibility of the training site are project location, scheduling and the availability of transportation. These factors can have a negative impact on trainee participation without adequate planning. The following are examples of planning to prevent potential obstacles related to these factors at two bilingual vocational training projects:

- The staff of a training project in a large metropolitan area planned the location of the training site to minimize transportation costs and problems for future trainees. The project is located within walking distance of the public transportation system and the commuter rail systems serving the communities in which the target population resides.

  Because the project has a limited amount of space and vocational equipment, the trainees' schedules are staggered. The number of hours of attendance and the number of days per week of instruction varies among the trainees. To reduce transportation expenses, a trainee's schedule is arranged for the minimum number of days and the maximum number of hours per day.

- At one bilingual vocational training project, trainees are provided with passes for the public transportation system. The cost of the passes is deducted from their stipends. If the trainee cannot afford to pay for transportation at the beginning of training, the trainee is provided with some supportive service money by the project's sponsoring organization until his/her first stipend check arrives.

  The sponsoring organization also has a van that is used to transport some trainees to the training project; the target community is dispersed widely and public transportation is not always available.

In some projects, experience with certain training hours has led to schedule changes. In one urban project, for example, classes originally conducted in the evening were shifted to daytime hours because of safety considerations in the neighborhood.

Scheduling considerations should be analyzed jointly with various other planning issues. In some projects, trainees are discouraged from having part-time employment because such employment may interfere with homework requirements. In other projects, trainees are encouraged to accept part-time employment because it helps meet their income needs, thereby enabling them to stay in training.

Identification of Service Needs and Resources

The needs assessment will provide information on various potential problems and needs of members of the target group which might inhibit their ability to attend the program. Included would be information regarding whether the trainees are likely to include persons with, for example, child care or housing needs. As these needs are identified or anticipated, plans can be formulated to identify specific resources to help meet these needs.

Generally, the social service needs of trainees will be met through referrals of trainees by project staff to other organizations which specialize in providing the particular services required. Specific examples of referral activities are provided in Chapters III and IV. (Additional information on planning, identifying and making arrangements for the use of external resources is found in Peterson and Berry, 1983.)

Project Staffing

Full participation of trainees in bilingual vocational training may be affected by the characteristics of the instructional staff and other staff members of the projects. Staff members must possess appropriate technical competencies, of course, but they also must have the ability to communicate and gain rapport with the limited English-speaking trainees. Therefore, selection of project staff is an extremely important element of program planning.

Selection of project staff usually occurs after the trainee target group and its characteristics and the occupational training areas are identified. Occasionally, a training program can be designed and planned around the availability of appropriate staff. However, this latter procedure can be effective only if the resulting program design is responsive to both labor market and trainee target group needs.

Most vocational instructors in the bilingual vocational training projects visited have extensive experience in the occupations that they teach. In most projects, the instructors' knowledge of and experience in the occupation or trade are given greater weight in selection than teaching experience or credentials. Most of the vocational instructors are bilingual in English and the appropriate native language of the trainees. In instances in which bilingual vocational instructors are not available, instructional aides, translators or interpreters have been hired to assist with the instruction.

Most job-related ESL instructors in the projects visited have formal training in ESL and teaching credentials and/or experience. A primary consideration in selection of ESL instructors in some projects is that the instructors should not be bound to traditional approaches and materials. Many candidates for the position of job-related ESL instructor reportedly do not have the flexibility and patience required to develop job-related materials and to coordinate their curricula and lesson planning with the vocational instructors.

Traditionally, the predominant number of ESL instructors has been from cultures different from their students' cultures. In bilingual vocational training projects, however, there appears to be a trend toward hiring job-related English instructors who have cultural backgrounds similar to the trainees, who are proficient in the trainees' native languages, or who have had first-hand exposure to the trainees' cultures or homelands.

Nearly all of the persons responsible for counseling trainees in the projects visited are of similar cultural/ethnic backgrounds as the trainees, and all are bilingual in the trainees' native languages and English. Because of the need for trainees to be able to talk with counselors about any type of problem or concern which might affect program participation, the trainees must feel at ease with the counselors. Thus, it is necessary for counselors to understand thoroughly the cultural backgrounds of the trainees as well as the particular current circumstances of the trainees.

All project staff should be provided training or orientation regarding the cultures and characteristics of the trainees. Such orientation is especially important when starting a new project. Even in ongoing projects, however, re-orientation may be required as target groups change. The composition of trainees changes frequently in many projects, in terms of native language groups, countries of birth, ethnic groups, and other characteristics.

Materials and Assessment Instruments

After the target groups and curricula for a project are determined, the materials and assessment instruments to be used must be selected or developed. Included are any or all of the following: vocational interest and aptitude tests, native language literacy tests, ESL placement tests, English oral proficiency tests (pre- and post-tests), textbooks or other course materials, tests to measure progress, etc.

FACTORS IN TRAINEES' INDIVIDUAL, CULTURAL AND EDUCATIONAL BACKGROUNDS TO CONSIDER TO PREVENT OBSTACLES TO FULL PARTICIPATION IN THE TRAINING PROGRAM

The following factors, which should be considered early in the development of a program and before each training cycle, are stated as characteristics of trainees. No value judgments should be made or inferred regarding any trait.

1. Are the trainees competitive or cooperative in nature?

2. Do the trainees expect to hear lectures, learn by rote, receive small group instruction or individual instruction?

3. Do the trainees expect the project staff to be formal and authoritarian or informal and personal?

4. Do trainees of any particular group feel inferior or superior to members of other ethnic groups or social classes? Are classroom conflicts likely to occur as a result of these attitudes?

5. From which style of instruction do individual trainees benefit the most: oral explanations; reading manuals and textbooks; visual presentations (slides, pictures, films, diagrams); demonstrations, hands-on practice?

6. Are the trainees reserved or quiet in class? Or are they boisterous and interruptive?

7. Are the trainees resentful of or amenable to acculturation and adaptation to a new culture?

8. Do the trainees communicate their feelings and lack of understanding directly or do they keep silent? Are the trainees aggressive?

9. Are the trainees independent or dependent in nature? Are they willing to accept assistance?

10. Are the trainees willing to listen to different approaches?

11. Are the trainees realistic regarding the outcomes of the training program and what is expected of them?

12. Do the trainees believe in traditional sex roles that may conflict with the learning environment?

13. Do the trainees' religious beliefs conflict with the learning environment?

14. Do the trainees have misperceptions of themselves regarding their own progress?

15. Do the trainees expect to be told what to do or to proceed on their own?

16. Are the trainees from an industrial or agrarian society? Are they from a cash, barter, or subsistence economy?

17. What types of work experience have the trainees had?

18. How do the trainees from different cultures demonstrate their feelings?

19. What are the meanings of nonverbal behavior demonstrated by trainees from different cultures?

20. What are the differences in customs, values and behaviors of trainees from the same general background but different specific cultural backgrounds? (For example, Asians as a group can be distinguished as Japanese, Chinese, Lao, Cambodian, Hmong, Vietnamese, etc.--each of these groups having different backgrounds, customs, etc.)

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Two very important elements of the planning process are analysis of materials and measures and selection of those which are appropriate for the project. In addition to technical matters (such as validity and reliability of tests or content of vocational materials) questions such as the following should be considered for materials and measures:

- Will they be understandable to the trainees? Are written materials or measures (excluding, of course, English proficiency tests) at levels trainees can understand, whether in English or their native language(s)?
- If materials or certain measures (for example, vocational inventories) are available only in English, should they be translated to the trainees' native language(s) and are such translations feasible?
- Do the materials and measures appear to be culturally unbiased with respect to the target groups to be served?

Considerations such as these are particularly important in instances in which a project is sponsored by an educational institution with no prior experience in serving persons of limited English-speaking ability. Some institutions have rather rigid policies regarding use of materials and tests, and operators of bilingual vocational training projects sometimes have had difficulties in using appropriate materials and measures in such settings. Such matters should be dealt with early in the planning process to allow time, as necessary, to educate officials of the sponsoring organization and to justify the selection of alternative materials and/or tests.

Trainee Financial Aid

Needs assessment data can provide a partial basis for determining the income needs of potential trainees and the types of approaches which might be appropriate for helping persons to meet those needs while they are in training. Philosophies regarding the provision of training allowances differ widely among the staffs of the various projects. Although most trainees in all of the projects have low incomes, training allowances vary from none to the maximum allowed under program regulations (an amount equivalent to the minimum wage).

Many project officials, while recognizing the need for trainees to have supplemental income, are not in favor of providing substantial training allowances. The reasoning behind this position is that substantial allowances may be a disincentive to learning; that is, some persons may enroll merely to receive the stipend. In other projects, small stipends (of several dollars per day) are provided.

These small stipends are roughly equivalent to the trainees' out-of-pocket expenses for such items as lunch, child care and transportation. Many project staff members expressed the view that small stipends are necessary to enable trainees to attend and yet do not result in disincentives as do large stipends.

It should be noted that the effects are not known of training allowances on trainee participation in bilingual vocational training projects. The perceptions noted above are based on the predilections and experiences of project staffs.

In projects sponsored by post-secondary educational institutions, low-income trainees may be eligible for student financial aid (for example, basic educational opportunity grants). Potential eligibility of trainees should be ascertained during the planning phase, and procedures may be established for the sponsor's student financial aid office to serve the trainees.

A potentially effective way of reducing the financial burden on trainees is to arrange to have the project provide transportation or training materials and equipment to trainees at reduced or no charge. Examples of materials and equipment which can be provided are varied and include, in addition to textbooks and classroom supplies, such items as uniforms, tools and protective clothing.

In projects which provide on-the-job training, more options are available for providing financial assistance than in projects providing classroom training only. Because training is provided on employers' premises, it is possible sometimes to convince the employer to provide an allowance or wage to the trainees. In other cases, the on-the-job training can be partially subsidized, with the employer and the project paying specified portions of the training allowance or wage.

Provision of financial aid to trainees--whether in the form of training allowances, contributed materials or equipment, or arrangements for student financial aid--obviously requires advance planning. Training allowances, if provided, easily can be the largest line item in a project's budget. Thus, it is necessary to consider carefully the possible impact of training allowances on other elements of the budget, as well as on the participation of the target group in the project and the number of trainees that can be served.

Procedures During Outreach, Recruitment and Screening

Identification of potential or actual obstacles to participation usually begins before a person becomes a trainee. During outreach efforts and the process of selecting trainees, obstacles may be identified by outreach workers, intake staff and other staff members.

Careful and thorough screening is necessary when selecting trainees from among applicants. Applicants number at least 2 or 3 times the number of training openings in many bilingual vocational training projects. Not all applicants will be eligible for the program, and as anyone involved with recruiting and screening can attest, not all applicants are serious candidates for a rigorous training program. Some persons want to attend training to occupy their time, to obtain income from a stipend, to learn a skill for avocational purposes, to learn English rather than a vocational skill, and so on. Therefore, it is necessary to select persons, from among otherwise eligible applicants, who need the job skills training for entry level positions or upgrading, who plan to seek employment in the training skills area or in a closely related area, and who appear willing to make the commitment and sacrifices which might be necessary to complete the training.

Screening of applicants for bilingual vocational training projects usually involves three elements:

- interviewing
- testing
- evaluation and selection.

Screening of prospective trainees may include completing an application form. If outreach workers are used, they may be responsible for preliminary interviews with applicants. In some projects, other organizations are responsible for outreach, interviewing and/or testing. The final evaluation and selection of trainees usually are performed by project staff.

Interviewing

Interviews with prospective trainees involve obtaining basic background information on the applicants, their motivation and expectations, and potential or actual problems which might interfere with attendance or classroom/work site participation. Although the emphasis in the interviews is on obtaining information from the applicants, a certain amount of basic information is provided regarding the training and what is expected of trainees.

The interview may be conducted by virtually any project staff member or, as noted earlier, by staff of another organization hired specifically for recruitment, intake and/or selection of trainees. Project staff members involved most often are instructors and job developers/counselors. Applicants may be interviewed by more than one person or more than one time. Regardless of who is responsible, interviewers should be trained regarding the purposes of the screening, interviewing techniques and administration of the particular interview schedule.

To ensure that the screening process itself is not an obstacle to participation, application forms, if any, and the interviews are in the native language(s) of the prospective trainees. (The only exceptions are questions for the purpose of determining English proficiency of the applicants.) Prospective trainees who can complete a screening interview in English are unlikely to be of oral/aural limited English proficiency.

The specific topics which usually are covered in screening interviews are:

- Identifying data/demographic characteristics, such as name, address, age, sex, native language, etc.
- Background data; for example, prior schooling and training, work experience, occupational skills, etc.
- Goals/expectations/motivation; with respect to the training and career or job
- Occupation-specific information, regarding suitability for training occupation(s)
- Potential problem areas or obstacles to participation, including such matters as transportation arrangements, need for child care, possible family problems, etc.

The screening interview includes the types of information necessary to determine the suitability of an applicant to participate in bilingual vocational training. Of course, it also enables the persons responsible for screening to identify potential or actual obstacles to participation in the training.

Exhibit 5 is a sample of interview items for screening prospective trainees. The interview schedule contains several items that are used in one or more of the projects visited. Not all of the questions may be required in any specific project, and other questions may be appropriate, depending on the nature of the training, the target group, or other factors.

Many of the questions designed to identify potential or actual obstacles are straightforward; for example, the questions concerned with transportation and child care. Other questions, designed to discover the motivation and expectations of applicants, are somewhat complex and the responses require careful interpretation. In particular, the responses to these latter types of questions should be assessed in conjunction with the results of interest tests, if any, and the cultural, educational and work backgrounds of the applicants.

Trainees in federally funded bilingual vocational projects are to be trained in occupational skills for gainful employment; persons who desire to enter training for other purposes should not be admitted.

EXHIBIT 5

POSSIBLE ITEMS FOR SCREENING INTERVIEW

IDENTIFYING INFORMATION

1. Name
2. Address
3. Telephone Number
4. Place of Birth
5. Native Language
6. Ethnic Group
7. Age
8. Sex
9. Years Lived in U.S.
10. Number of Dependents
11. Number of Children in Household
12. Family/Household Income

EDUCATION/WORK BACKGROUND

13. Number of Years of School Completed
14. Countries Where Attended School
15. Language Usually Used by Teachers
16. Prior Vocational Training
    a. Where Received
    b. Length of Training
    c. Job Skills Learned
17. Year Last Attended:
    a. School
    b. Vocational Training
18. Number of Years Worked:
    a. In U.S.
    b. In Other Countries
19. Usual Occupation
20. Highest Wage Earned
21. Current Employment Status:
    a. Employed
    b. Unemployed, Seeking Work, Length of Time Unemployed
    c. Unemployed, Not Seeking Work
22. (If employed) Nature of Job:
    a. Job Title
    b. Wage
    c. Days and Hours of Work
    d. Length of Time Employed
23. Previous Jobs:
    a. Job Title
    b. Wage
    c. Days and Hours of Work
    d. Length of Time Employed

GOALS/EXPECTATIONS

24. (If not born in U.S.) Do you plan to stay in the U.S.?
25. Do you plan to remain in (local area)?
26. Why do you want to come to the program here?
27. What kind of work would you most like to do?
    a. (If never worked for pay) What kind of work do you think you would like to do?
28. What other kinds of work interest you?
29. How much do you think you would be able to earn if you completed the training program?
    a. (If much higher than the going wage) How would you feel about earning only (going wage)?

OCCUPATION-SPECIFIC INFORMATION

30. Do you have any health problems or physical disabilities that restrict:
    a. the amount of work you can do?
    b. the kind of work you can do?
31. The training (and jobs you might get) require (insert any special requirements, such as standing, lifting, etc.)

POTENTIAL PROBLEMS/OBSTACLES

32. The training hours are from (time) to (time), (day of week) through (day of week). Would you have any problems attending at these times?
33. The training will start on (date). Would you be able to start on that date?
34. The training will last from (date) to (date). Would you be able to attend all of that time and complete the training?
35. How will you get to (the training site)?
36. Do other members of your family know that you want to attend training?
    a. Do they (would they) support your decision to attend training?
37. (If appropriate) Do you have arrangements for child care?
38. (If health or physical problem is indicated) Would (condition) be a problem in attending training?
39. As a trainee, you would receive a training allowance of (amount). Would this be sufficient to meet your needs?
    a. If the training allowance were to be withdrawn, would you still be able to complete the training?

NOTE: The items listed above, or similar items, are included in screening interviews or questionnaires of various bilingual vocational training projects. These items are suggested only as a guide; it may be appropriate in a particular project to reword or delete some of the above items and/or to add others. Some of the items require probing by the interviewer to determine that the applicant understands fully the question that is being asked. Applicants also may not understand fully the consequences of their answers; that is, they may try to provide answers that they think the interviewer wants to hear. Suggestions for probing by the interviewer are included in discussions in the text.

(This statement does not apply, of course, to other bilingual vocational training programs which have the goal of preparing trainees for advanced vocational programs.) A method used to determine the intentions of applicants is to ask a question such as item 26 in Exhibit 5. In one project, applicants are immediately dropped from consideration if they indicate that they want to come to training for such reasons as "to have something to do," or "to get out of the house." Conversely, persons who indicate that they want to learn a job skill in order to get a job or a better job are considered for admission. Applicants who indicate that they want to attend training only for the purpose of acquiring or upgrading English language skills should not be admitted to a bilingual vocational training project; rather, they should be referred to an ESL program.

Applicants' motivation to participate in and benefit from the training program also can be determined partially by asking them what kind of work they want to do. (See items 27 and 28 in Exhibit 5.) If the response indicates a type of work substantially different from the training occupation(s), additional questions should be asked to determine whether the applicant appears to be interested in the skills training offered.

Motivation to complete training also is affected by the applicants' intentions regarding whether they plan to stay in the local area or in the U.S. (See items 24 and 25 in Exhibit 5.) Because federally funded bilingual vocational training is designed to prepare persons for work in English-speaking environments in the U.S., persons who intend to return to another country should not be admitted.

Another important aspect of ascertaining the probability that applicants will complete and benefit from the training is their expectations of the training and jobs that they might hold after training. Applicants may be asked a question such as item 29 in Exhibit 5. If expectations are considerably higher than can be reasonably attained, the realities should be explained, and applicants should be asked follow-up questions to attempt to determine whether they can adjust their expectations accordingly.

Identification of potential obstacles to participation arising from family conflicts or disapproval of a person attending training may be approached by asking a question such as item 36 in Exhibit 5. This type of question is particularly important for married persons whose spouses may not want them to attend training. A problem reportedly encountered in bilingual vocational training projects stems from traditional views of sex roles by husbands who believe that women should not work outside the home or should not provide financial support for the family. The problem of sex role changes may be exacerbated when the husband not only holds traditional views but has been unable to find suitable training or employment for himself. In addition to the problem of non-acceptance of wives' training by their husbands, some trainees also may experience resistance from their elders who have been used to the role of providing for their families.

Applicants sometimes come to training projects expecting (or knowing) that a training allowance will be provided. During the screening process persons are identified who appear to be more interested in the stipend than in the training. The way this factor is assessed depends upon the project's stipend system. The decision to provide training allowances presumably results from an assessment of the needs of potential trainees, and it must be assumed that generally the stipends are not a disincentive to training. There are, however, some individuals within any group who may want to attend primarily to receive a training allowance. To insure that persons are not attracted by the stipend, applicants to one project are not told that stipends are provided unless and until they are enrolled. This approach is not entirely effective, however, because some applicants become aware of the availability of the stipend through the grapevine.

In another project, prospective trainees are told of the stipend, but are asked during the screening interview whether they would complete the training without the stipend. (See item 39a, Exhibit 5.) If the answer to such a question is "no," an assessment needs to be made regarding whether the applicant would be attending training primarily for the stipend or if attendance would be too costly without it.

Testing

Tests of various sorts are normally part of the screening process in bilingual vocational training projects. One of the principal purposes of testing is to determine the English-speaking ability of applicants. Because of the amount of time required for testing English language proficiency, the staffs in some projects with large numbers of applicants administer these tests after selection of trainees. In these cases, English oral proficiency tests are used for placement and measurement of pre- and post-training proficiency.

In projects in which English proficiency is tested after selection, initial screening for proficiency usually consists of an informal oral interview designed for that purpose or an assessment based on the applicants' listening comprehension and speaking ability during informal conversation.

In some projects, screening includes vocational interest and/or aptitude testing, while in other projects these matters are covered only in the screening interview. Vocational interest inventories used in projects are commercially available, and some have been purchased in or translated to non-English languages. Aptitude tests are used for such areas as basic math concepts, eye-hand coordination, mechanical reasoning, and manual dexterity.

Vocational aptitude testing and assessment of vocational interests, when appropriate and feasible, are useful for identifying persons who may not benefit fully from training in particular skill areas. If available tests are inappropriate, brief self-developed tests often are a wise investment of effort.

Evaluation and Selection

The final steps of the screening process consist of evaluating the interview responses and test results and selecting the applicants who will be trainees. Also included in the evaluation are the interviewers' impressions of the applicants.

Selection of trainees generally is based on subjective judgment of the project staff, but the final screening usually involves some objective criteria. Although no two projects employ exactly the same process, prospective trainees usually have to fulfill a project's criteria for the following:

- English-speaking ability: Cut off scores on tests of English proficiency usually are set so that no person will be admitted who is not of limited English-speaking ability. The cut-off points vary, depending upon the language skills required for the occupation. In some projects, a range of English proficiency scores is established for acceptance.

- Aptitude for the training occupation: A specified minimum score on aptitude tests sometimes is required for training in certain occupations. Appropriate levels of literacy in the native language also are required in some projects.

- Interest/Motivation: The applicants' interest in the vocational area, as determined by testing and/or interviewing, usually is reviewed carefully. The apparent motivation of applicants is a major consideration, including their expected commitment to completing training, to seeking work, and to striving to solve any problems they might have that would interfere with the training.

- Potential obstacles to participation: Assessments are made of the actual and potential obstacles to participation as determined during the interviews. Also considered are any actions taken by the applicants during the application period to help solve their own problems. Supportive service needs are analyzed to ensure that the needs can be met through project resources or referrals.

The selection of trainees often is made by a committee of key staff who were involved in the screening of applicants. The decision to accept or reject the applicant is based on all of the above factors. If an applicant meets the basic requirements for admission, selection is based on a subjective, collective judgment of the probability that (s)he will benefit fully from the training. All factors related to each trainee are considered as a whole; inevitably, all trainees will not be ideal candidates in all respects.

A key to effective selection of trainees for bilingual vocational training is that the persons chosen should be appropriately matched to the training being offered. The focus is on selecting those persons who are most in need of the training and for whom the training program can assist most in helping them realize their potential.

Procedures During Intake and Orientation

Potential and actual obstacles to full participation may be identified during the initial days of training. A standard procedure in bilingual vocational training projects is to set aside a brief period of time, usually one to three days, for intake and orientation activities. Specific activities may include:

- completion of trainee forms and files

  --includes obtaining any required information from trainees which was not obtained during the screening process, completing trainee profile forms, etc.

- introductions of project staff members (and, if appropriate, staff of the sponsoring organization) and an explanation of their positions and roles

- explanation of the training program: its purposes, outline of activities and schedule for the training cycle, specific classes to be attended, etc.

- tour of project facilities, work sites and/or employer facilities

- safety indoctrination, with respect to

  --use of building
  --use of work stations, equipment, tools, etc.

- explanation of training objectives; specific skills which will be taught, types of jobs for which trainees will be prepared, probable wage levels of graduates, expectations for trainees in skills classes, etc.

- explanation of training allowances, if any, and of materials/equipment supplied by the project and what must be supplied by the trainee, including, for example, tools, protective clothing or gear, and textbooks

- identification of particular staff members to whom trainees can present problems
- "community" orientation, including, for example, use of public transportation, social service availability, etc.
- explanation of specific benefits and/or services for which trainees might be eligible; for example, unemployment compensation, public assistance, Medicaid, or health services.

The orientation program and activities are designed to ensure that the trainees have a clear idea of the training project's goals and what is expected of the trainees. Because trainees are being prepared for jobs, a prevailing philosophy is that the training project should simulate work environments in terms of work stations, attendance, dress, and deportment. Trainees who have problems accepting or adapting to the regimen of training can be identified during the orientation period or shortly thereafter.

In anticipation of some trainees becoming disenchanted or changing their minds about attending the program during the orientation period, the staffs in some projects enroll extra trainees to compensate for the expected number of early dropouts. In other projects, alternate trainees are designated during the screening and selection process, and as dropouts occur the alternates are enrolled. In projects without open-entry classes, alternate trainees can be accepted only for a limited time period. Moreover, project budgets are for a specific number of trainees and there may not be sufficient flexibility to train additional persons should fewer persons than expected drop out. The lack of budget flexibility can be a severe problem if trainee stipends are included in the budget.

In most projects, orientation includes considerable emphasis on project rules and trainees' rights and responsibilities. Trainees may be asked to agree to a statement that they will commit themselves to attend and complete training, to apply themselves to learn the vocational and English skills taught, to obey the project's rules, to accept referrals by the job developer to job interviews, and to seek work in the field of the training occupation upon completion of the training. In one project serving Spanish-speaking target groups, trainees sign a "compromiso de honor" (commitment of honor) in which they commit themselves to try to resolve all possible personal circumstances that would jeopardize program participation.

Orientation must by its nature emphasize rules and conformance to an environment which may be new, intimidating or confusing to the trainees. However, effective orientation focuses not only on the regulatory and the punitive, but also on the hopeful and the rewarding. Orientation provides an initial opportunity for project staff to reinforce the motivation of trainees by emphasizing the potential benefits of employment and earnings that can be attained upon completion of training.

The orientation should generate an air of anticipation and excitement about the trainees' opportunities for learning new skills or upgrading old ones, for the prospect of new careers, and for participating in a training program designed to meet their needs. Trainees may be assured that they will be given the maximum opportunity to succeed and that the project staff will devote as much effort to that end as the trainees do.

New trainees sometimes are apprehensive about entering a training program or re-entering an educational environment, or they simply may lack self-confidence. Successful role models may help to obviate such feelings. Fortunately, most bilingual vocational training projects have access to appropriate role models: former trainees who have succeeded at training and, subsequently, in jobs and careers in which they have applied the occupational and English skills acquired in the project. (For projects in the first year of operation, attempts can be made to identify successful graduates of similar programs who were of limited English-speaking ability.) Although successful former trainees often are invited to the projects to talk to the trainees at other points during the program, few projects currently involve the former trainees in the orientation process. To not involve former trainees during orientation is a lamentable neglect of unique and valuable resources at a time when they can have considerable positive influence.

Procedures in the Classroom and on the Work Site

Identification of trainees' problems and potential instructional obstacles in the classroom or on the work site involves several elements:

- evaluating the backgrounds of trainees, including their prior schooling and training, learning styles, level of English proficiency, aptitude for the vocational skill, etc.

- developing teaching strategies appropriate for the trainees that enables the instructional staff to observe and identify trainees' problems

- measuring and evaluating progress of trainees

- establishing procedures for trainees to critique and evaluate instructors

- establishing rapport with the trainees
- using instructional aides and trainees to help identify trainees' problems.

Procedures for each of these elements are presented in separate discussions below. It should be borne in mind, however, that all are closely interrelated.

Evaluating Trainees' Backgrounds, Levels and Learning Styles

Instructors usually have a variety of sources of information regarding the trainees; these may include screening interview responses, staff evaluations of trainees during screening, schools attended, training received, previous languages of instruction, vocational aptitude and/or interest test results, and English proficiency test scores. Moreover, instructors often will have interviewed trainees one or more times during the screening process. Yet, with all of the information available, it is a difficult task to evaluate the trainees adequately at the beginning of the training cycle. Little of the information that is available can be taken at face value.

The types of schools attended previously by the trainees should be determined. Trainees from some countries will have attended traditional, formal schools in which students sit at attention, wear uniforms, and do not speak to instructors. Knowing their backgrounds will assist in helping these trainees make necessary adjustments to the training program. Other trainees may never have attended school or attended so long ago that the training environment, particularly a classroom, is intimidating to them.

Educational attainment information obtained from trainees often is uninformative alone. The number of years of school completed, for example, often indicates very little about literacy. Assumptions cannot be made that trainees can read (and comprehend written material) or write based on their educational levels alone.

Test scores may be used as guides to help determine levels of the trainees. Problems exist, however, even with the best tests devised. Many trainees score relatively low on tests simply because they have little experience in taking tests. Tests also may have subtle cultural biases or not be completely understandable to trainees. Low scores on English proficiency tests may be artificial; in at least one project, the staff suspects that applicants score low on the Bilingual Vocational Oral Proficiency (BVOP) Test because they know that a higher score might keep them from being accepted into the project.

Instructors generally spend the first several days of class making initial assessments of the trainees. The assessments may include determinations of:

- how much and how well each trainee understands (in the native language and English in the vocational class; in English in the job-related English class) orally and in writing

- which trainees are participating actively and which are reluctant to participate

- specific strengths and weaknesses of each trainee related to the vocational skills area and/or English

- which trainees may require special or extra help and which ones may be capable of helping others

- classroom procedures or activities which appear to make some trainees uncomfortable.

The process of getting to know the trainees may include talking to the trainees as a group and individually. During the first few days of class, instructors sometimes ask the trainees to introduce themselves, tell about where they are from, and talk about what they like to do.

Brief and simple oral and/or written tests are developed and given by some instructors to determine the knowledge and levels of the trainees. For example, depending on the occupational skills being taught, trainees may be tested to determine what they know about a ruler, a typewriter keyboard or other basic tools of the occupation.

Basic safety considerations, including keeping work areas and classrooms clean and organized, provides the subject matter for the early days of instruction in many projects. Because this type of instruction is very important at the beginning of a program, it provides an opportunity for instructors to gain knowledge of the trainees' levels, learning styles, and strengths and weaknesses prior to lessons devoted specifically to the vocational skills. In one project, for example, all trainees are required to attain a perfect score on safety exams before moving on to other lessons.

The process of lesson planning is enhanced by the types of assessments discussed above. Lesson plans can be tailored to the unique needs, capabilities and anticipated problems of the current group of trainees. The assessments also provide a basis for particular instructional approaches and strategies.

Developing Instructional Strategies

The particular instructional strategies used affect the ability of the instructional staff to continue to identify trainees' problems as classes or work site activities progress. The discussions of

Chapter IV are concerned with instructional strategies and approaches as related to resolving problems; the emphasis here is on identification of problems.

A major strategy employed by both vocational and job-related ESL instructors is to group trainees according to levels of knowledge/ability/proficiency based on the assessments described above. Trainees may be grouped so that all persons at a particular level are together, or persons at low levels may be grouped, or paired, with relatively advanced trainees. With either of these approaches, the process is facilitated of identifying difficulties of the less advanced trainees.

Individualized instruction and attention by instructors and/or instructional aides are useful for identifying problems of trainees. By its nature, individualized instruction allows ample opportunity to assess the progress and difficulties of each trainee. Allowing trainees to work at their own pace and in their own way is sometimes an aspect of individualized instruction. This method of instruction, perhaps more than any other, allows the instructor to gain in-depth knowledge of the trainees' learning styles and to gear presentations or demonstrations accordingly.

Problems may be prevented by choosing or adapting instructional approaches that are appropriate for the learning styles and educational backgrounds of the trainees. If this is not possible, trainees should be made aware that their learning styles and accustomed forms of schooling are understood by the instructor, but that the approaches to be used by the instructor are appropriate for learning a job skill within the amount of time available.

Trainees from many countries have been exposed only to the lecture form of teaching. Lectures are used sparingly in bilingual vocational training, with heavy emphasis on demonstration, practice and/or lab work. (Lectures, however, are appropriate for teaching theory and concept segments of vocational courses.) Because of this disparity between the backgrounds of many trainees and commonly practiced teaching methods in vocational training, some conflict is inherent in attempting to adapt to trainee learning styles. Under these circumstances, knowledge of and sensitivity to the trainees' backgrounds are important attributes for the instructor to have.

Evaluating Progress of Trainees

A traditional way of identifying trainees' problems involves measuring their progress in relation to performance objectives. In vocational instruction, evaluation normally occurs for one task or task sequence before the trainee moves on to the next. The evaluation usually involves the performance of the task by the trainee and shortcomings are measured readily.

Written tests are sometimes given by vocational instructors, particularly to test knowledge of theory or basic concepts. The types of tests to be given will depend on the backgrounds and capabilities of the trainees. Trainees who have difficulty reading even in their native language may not perform well on written tests, but might if the tests were given orally.

Job-related ESL instructors often give tests, sometimes written tests, on vocabulary and important structures used in the vocational class and on the job. The ESL instructors rely heavily on listening to trainees speak in English to evaluate the trainees' progress. This is a valid method since the major emphasis is on understanding and speaking English. The key to trainees' progress is whether they can communicate appropriate, though not necessarily grammatically precise, responses and statements in English.

Some projects have formal systems for assessing the overall progress of trainees, to identify problems which have occurred, and to attempt to anticipate possible impending problems. One model of this type includes case conferences on each trainee which are held every few weeks. The vocational instructor, job-related ESL instructor and job developer/counselor discuss the progress of the trainee and any problems (s)he might be experiencing. The conferences appear to be effective for identifying and bringing to the attention of the counselor symptoms of problems or potential problems. For example, inattentiveness in class may result not from classroom difficulties but from a personal or family problem.

Establishing Procedures for Trainee Evaluation of Instruction

Formal procedures for trainees' evaluations of their instruction and of the instructional staff throughout the training cycle existed in only a few of the projects visited for this study. Other projects have informal procedures or trainee evaluations at the end of the cycle. Trainees' evaluations are, of course, a potentially valuable source of information for identifying instructional problem areas or obstacles which trainees perceive.

The formal evaluation procedures operate somewhat differently. One involves periodic interviews with the trainees by the project director and/or job developer/counselor. During these interviews, trainees are asked whether they are learning what they think they need or what they want to learn. If the responses indicate that a learning or instruction problem exists, consultations are held with the instructor to obtain the instructor's viewpoint and to develop a solution or corrective action.

In another formal procedure, trainees fill out forms every week or two evaluating the instructors, materials and other aspects of the instruction. The comments of the trainees are discussed jointly by the vocational and job-related ESL instructors and the job developer/counselor, and corrective actions are devised and implemented as warranted.

Informal procedures for trainees' evaluations of their instruction rely on rapport between the trainees and staff, "open door" policies of staff, or counseling sessions with trainees on an ad hoc basis.

Establishing Rapport with Trainees

Rapport between trainees and the staff facilitates identification of trainee problems and potential or actual instructional obstacles. The staffing pattern of the project, as discussed earlier, may have implications for establishing rapport. Some staff members reported that trainees, in general, are more open and responsive with staff of their own ethnic/cultural group than with persons of other backgrounds, particularly when personal or family matters are being discussed.

Project staff members report that they feel that rapport with trainees is increased by trainees understanding clearly what is expected of them; by instructors and other staff being honest with the trainees; and by giving trainees ample support and encouragement. When trainees understand what is expected of them--in terms of performance and attitude--it is possible to tell trainees when they are wrong and to assure them that they can improve.

Respect of the trainees for instructors is a two-edged sword with respect to developing rapport. Trainees who come from formal educational backgrounds sometimes are ill at ease in relating to their instructors; their training and experience is that teachers are authorities and students do not question, or even communicate actively, with teachers. Yet, if trainees do not respect the instructor, rapport will be lacking. Some vocational instructors have found that rapport is increased when the trainees view the instructor primarily as a craftsperson or someone skilled in the training occupation, as opposed to perceiving them as instructors, per se.

Instructors must strive to create an environment for the trainee that is disciplined yet friendly, supportive, and that allows the trainees to approach learning in their own ways, to the extent possible. In this type of environment, trust and rapport between instructors and trainees have the opportunity to develop and grow.

Using Instructional Aides and Trainees

Instructional aides in some projects help to identify problems that trainees are experiencing. Advanced trainees sometimes serve the same function. In projects serving multiple language groups, translators/interpreters are a valuable resource in helping to identify trainees' problems.

The instructional aides or other assistants in some projects permit more careful observation of trainees and more individualized instruction than is possible with the instructor alone. Because these assistants sometimes are peers (some aides are former trainees), they may be familiar with the types of problems and pressures experienced by the trainees and may be able to relate to trainees on a personal level not possible for the instructor.

Procedures as Part of Trainee Counseling

The counseling function in bilingual vocational training, as noted earlier, focuses on job counseling and employability instruction. Because of the nature of the program, it is imperative that trainees learn how to identify job openings, prepare resumes, fill out job applications, interview for jobs, and behave appropriately in the job environment. Project counselors must devote effort to instructing and coaching trainees on these topics, usually in both group and individual sessions. The counseling function usually is combined with job development and placement in a staff position of job developer/counselor. In addition to the counseling function, the person in that position is responsible for identifying possible job openings; identifying, contacting and maintaining relationships with employers; referring trainees to employers; and conducting follow-up with employers and former trainees. Other staff also may be involved with counseling.

INSTRUCTORS AS COUNSELORS

In one of the bilingual vocational training projects visited, a system has been established in which the vocational and job-related ESL instructors also serve as the counselors of the trainees. They are called "mentors." Each mentor is assigned approximately one third of the trainees to whom they provide guidance and counseling. The mentors meet on a regularly scheduled basis with their trainees throughout the cycle to identify and resolve any problems and concerns the trainees may have. If the mentor cannot help the trainee resolve the problem, the mentor discusses the case with the other project staff members or refers the trainee to the appropriate source of help.

The mentors also spend considerable time observing and discussing the trainees' needs on an informal basis during and between classes. Beause of the rapport and trust built into the mentor relationship and the daily contact with the trainees, the mentors often are the most appropriate staff members to identify problems at the earliest time possible. If the problem, however, is the instructor per se, the trainee might not discuss it. In these cases, the trainee can ask to be assigned to a new mentor.

The mentor system also requires that the instructors be trained in counseling procedures, in identifying problems, and in helping trainees help themselves. It is also helpful to have a counselor available from another program operated by the sponsoring organization as a back up. One disadvantage of the mentor system is that it places a heavy workload on the instructors that they may have difficulty maintaining over a long time period.

Counseling in bilingual vocational training projects, although focused on job counseling, at times includes aspects of other types of counseling; for example:

- career counseling sometimes is provided at the beginning of a training cycle, including assessments of interest and aptitude, and helping trainees decide on an occupational area, etc.;

- "academic" counseling; that is, dealing with trainees' problems such as attendance, inattentiveness, inappropriate behavior, etc., related to the training; and,

- personal counseling, involving, for example, marital or other family problems, or emotional problems, life coping skills, etc.

Personal problems may be identified as the cause of difficulties that a trainee experiences in the training program. Although counselors in bilingual vocational training projects often do not have the time to counsel trainees fully regarding such problems, the problems should be identified. In fact, they are sometimes inescapable. After a problem is identified, the counselor must, in conjunction with the trainee, develop a method of helping the trainee to resolve the problem. (As discussed in Chapter III, the solution often involves referral of the trainee to a specialized service provider.) This function has been recognized as one of the most important in operation of a successful bilingual vocational training program (Troike, et al., 1981, pp. 5, 65-67).

Counseling may be provided formally or informally, and counseling sessions with trainees may be regularly scheduled or held on an ad hoc basis. Early identification and prevention of problems are enhanced by regularly scheduled sessions of counselors with the trainees and/or with the instructors to review the progress and problems of trainees. Some of the procedures for counseling in use at the projects visited are:

- Case conferences are held on a regularly scheduled basis between the instructors and the job developer/counselor (see earlier discussion under "Evaluating Progress of Trainees") and the job developer/counselor schedules sessions with trainees, as appropriate;

- Attendance or behavioral problems of trainees are discussed at regularly scheduled staff meetings, and counselors schedule sessions with trainees, as appropriate;

DELEGATE SYSTEM

In two of the bilingual vocational training projects visited while conducting this study, a procedure in which trainees aid in the identification and resolution of attendance and instructional problems is used. From each class or language group of trainees, two trainees are selected--designated by the instructor or elected by the class--to serve as representatives of the class. These representatives are called delegates or captains. In one project, the delegates are elected for the entire training cycle; at the other, the captains are rotated every two weeks. The roles of the delegates or captains may include any or all of the following:

- They assist in the identification and resolution of any problems the trainees may be having and in suggesting solutions to these problems. The delegates or captains may serve as the initial contact with trainees who are having problems which interfere with their full participation in the training program. The delegates try to determine the nature of the problem and to work with the project staff in developing practicable alternative solutions to the problems.

- They make recommendations regarding improvements, modifications and/or additions to the instructional component which are considered by project staff and often incorporated into the training program. The addition of a new vocational course which the trainees felt would enhance their employability, study circles and regularly scheduled tutoring sessions suggested by delegates were added to one program.

- They may have an active role in assisting the trainees to solve problems on their own. Delegates or captains may serve as tutors for trainees having problems understanding or keeping up with the instructors; they may provide assistance indirectly to the trainees by helping them obtain the necessary services or assistance; they may provide follow-up to ensure that the problem has been resolved.

- They may reinforce what the instructor has explained to the class when a concept or instructional method is not understood. Delegates provide the explanation from a different perspective to which the trainee may relate. For example, one group of trainees preferred and/or expected to learn the vocational skills by hearing a lecture, memorizing the information and reading a textbook. The instructor and then the delegates explained that there are other methods of learning the skills, such as hands-on experience in which the trainees practice and demonstrate their skill. Once the concept had been reinforced by the delegates, the trainees began to accept it.

The delegate system is an established procedure which is readily available to all trainees at any time throughout training. It is a workable process with the following advantages:

- Trainees who are wary of expressing their needs or problems to a project staff member may not feel threatened in discussing these issues with a peer.

- Trainees have the opportunity to express their needs and receive assistance.

- Trainees have the opportunity to suggest changes in and affect the program's policies and/or operation.

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- Instructors as a group review the progress and problems of trainees at the end of each day or as warranted, and counselors are alerted to potential problems of specific trainees;
- Instructors serve as "mentors" of trainees and have regularly scheduled sessions, referring the trainees for additional counseling or services, as necessary;
- Trainees are told of the availability of staff to help them should they have a problem; includes such procedures as "open door" policy of counselor and other staff, providing trainees with home telephone numbers of staff members in case of emergencies, etc.; and,
- Counselors or other staff provide reactive and "crisis" counseling as problems occur.

Personal counseling often has involved all staff members in projects at one time or another, if only to the extent that they listen to or observe a trainee's problems and refer her/him to the most appropriate person. Non-involvement of staff is not always possible because the trainee may feel an urgent need to talk with someone and (s)he may choose the staff person with whom (s)he is most comfortable or who happens to be available.

The key to effective identification of potential obstacles related to the personal lives of trainees is to have available to them easily accessible and confidential routes of communication with staff members who are empathetic and committed to helping the trainees. Also, it is equally important for the trainees to know that these avenues of communication and help exist.

III. OVERCOMING ATTENDANCE OBSTACLES

INTRODUCTION

There are numerous obstacles or problems that trainees may encounter that can affect their participation in bilingual vocational training projects. It is unlikely that all of the potential problems will occur in one project at the same time, and, some may never occur in a particular project. However, project staff members need to be aware of the possible problems in order to resolve them effectively if the problems do arise.

Various approaches are used for resolving those obstacles that may interfere with a trainee's ability to attend the training program on a regular basis. Many attendance problems are solved by the project staff; however, some problems require the staff to use external resources to meet the trainees' needs. For many supportive service needs, trainees are referred to agencies and organizations that provide those services on a regular basis.

In addition to the resulting problems of absenteeism and tardiness, staffs of the projects visited identified the following obstacles to attendance:

- Personal and Family Problems, including:

  --Marital Difficulties;
  --Child Care Problems;
  --Family Planning and Pregnancy; and,
  --Other Personal and Family Problems;

- Health Problems and Substance Abuse;

- Transportation Problems;

- Lack of Housing; and,

- Lack of Financial Resources.

Procedures for resolving problems which are effective at some projects may not be effective at others because of a variety of factors, including differences in:

- availability of facilities, resources, equipment, and staff;

- target populations being served by the training programs;
- structure of the programs;
- educational and operational philosophy; and,
- coordination with other agencies.

The general processes that can be used for referral (as a solution to a variety of problems) and key factors to be considered are described first. Then, attention is turned to how absenteeism and tardiness are treated in the projects, including attendance regulations. Next, discussions are presented of resolutions for the specific obstacles to attendance of trainees.

REFERRAL TO SERVICE PROVIDERS

The referral process may be used to resolve many of those obstacles or problems that interfere with a trainee's regular attendance in the vocational training program. Peterson and Berry (1983, Chapter 8) list more than 60 types of supportive services that trainees may need as well as the sources available for such services, such as public agencies, educational institutions, business and industry, community service organizations and groups, and individuals (volunteers, refugee sponsors).

It is important that the needs of the trainees be identified and resolved at the earliest time possible to prevent the problems from interfering with the trainees' attendance. Two criteria that should be considered when referring trainees to different agencies and organizations are that:

- the agency/organization serves the target population of the bilingual vocational training project, and,
- the agency/organization employs personnel who speak the native language and understand the cultural background of the trainees.

When these two criteria can be met, potential problems, misunderstandings and conflicts are likely to be avoided.

The procedures used for making referrals for any supportive service vary, depending on the agency or organization and the vocational training program. The following methods can be incorporated into the process:

- Project staff member places telephone call to the agency/organization. Some project staff may have referred trainees to the same agency in the past and may know a specific person who is knowledgeable about the training program and the target population.

--Project staff member explains what service(s) is (are) needed;

--Trainee needing the service is discussed;

--Appointment for the trainee is made.

- Project staff member provides the trainee with the information necessary for the trainee to obtain the service.

  --Trainee is given the name and address of the agency, date and time of appointment, a map and/or directions for getting to the agency;

  --Trainee is given the names and addresses of several agencies that may be able to provide assistance; or,

  --Trainee is given a resource directory listing agencies and organizations that provide emergency services, family and child care services, medical and other social services. The trainee can look up services needed when appropriate. Instruction in using the resource guide should be given by project staff members. Trainees become knowledgeable about the community services available and learn to solve their problems independently. However, the information provided in the directory may change and must be updated, including the services provided, the contact person, etc.

- Project staff member may accompany the trainee to the agency to obtain the necessary assistance. This is especially important for those trainees who are new to the community and with those agencies who do not have personnel speaking the trainees' native language.

Before the trainee goes to the agency or organization to which (s)he has been referred, a project staff member may provide additional assistance in the following ways:

- Preparing a referral letter to be presented to the agency by the trainee;

- Completing or assisting trainees in completing forms required by the agency and explaining why the information is being requested;

- Reviewing the general procedures of the agency that are likely to occur when the trainee goes for assistance;

- Explaining to the trainee that the assistance may not be provided immediately; discussing the possible costs, delays and reasons for the delays;

- Explaining to the trainee the alternatives available, such as calling the project staff, should a problem arise during the appointment.

Project staff members also should conduct follow-up contacts with the trainees and/or service providers to verify that the trainees were served--that the problem will no longer interfere with attendance or completion of the training program. (Peterson and Berry provide a comprehensive discussion of this topic.)

Project staff also may be involved in developing temporary solutions to the trainees' problems while the trainees are waiting for the service to become available. For example, project staff members have provided temporary housing for trainees until affordable, convenient housing became available. To help solve financial problems, trainees may be referred to particular employers to secure part-time jobs while in training. Another possibility is arranging on-the-job training programs that are supplemental to the vocational training program and that are supported, in part, by the employer. These solutions and others are discussed in the following section.

PROCEDURES FOR RESOLVING ABSENTEEISM AND TARDINESS PROBLEMS

All of the bilingual vocational training projects have and enforce regulations limiting the number of allowable absences, both excusable and unexcusable, and the number of times a trainee is permitted to be late. Different procedures are used to emphasize the importance of regular attendance and promptness to the classroom, workshop or job site. These include:

- Trainees are provided with the rules and regulations and of the consequences of infractions of the rules, during the screening interview, orientation or first day of class.

- Trainees are given explanations of the reasons for the rules: that employers have provided information to project staff regarding the importance of this issue and the importance of not missing class or lab work.

- The project simulates the work environment, enabling trainees to be prepared for future employment, by giving the trainees the responsibility of calling project staff to inform them that they will be absent or late (as they would do if they were employed).

- Employers are invited to the training project to discuss attendance issues with the trainees.

- A handbook stipulating attendance rules and regulations is available as a reference for the trainees. The handbook should be developed as a preventive measure before absence/tardiness becomes a problem.

- Trainees are required to punch a time clock or sign in when they arrive, preparing trainees for the work environment. Trainees who are late may need to obtain a pass from the project director's/coordinator's office before being permitted to enter the classroom/workshop.

- Trainees having problems attending class regularly and/or promptly can discuss their problems with other trainees who have been selected as representatives, or delegates, of the group of trainees. The delegates then discuss the problem with the instructors, offering solutions that may be enacted. Using this approach, trainees are provided with the opportunity to express their problems and needs and, perhaps, to suggest changes in program policy and/or operation.

- Trainees are on probation during the initial weeks of the training cycle; excessive absence/tardiness during the probationary period results in termination from the project.

- Trainees receive verbal and/or written warnings and may be put on probation and/or terminated if their absences are exceeding the limit.

- Project staff members call or visit the trainee or the trainee's relatives if the trainee does not call in, to determine the reason for the absence/tardiness. Counseling may occur during this conversation; possible alternatives for solving the problem are discussed.

- Attendance records are kept by the vocational instructor or job developer/counselor, and may be posted outside the classroom. In this way, trainees are made aware of their total number of absences/tardiness throughout the training cycle. They can see readily if they are approaching the maximum number of allowable absences/tardiness, and can seek assistance from the project staff at the earliest time possible.

Trainees' absences/tardiness may be excused for certain reasons. Examples of excused/unexcused absences/tardiness are:

Excused Absences

- Illness or medical problems--trainee or trainee's immediate family
- Appointments at:*

  --physician's office
  --immigration office
  --welfare/cash assistance office
- Death in the family
- Taking GED examination
- Job interviews
- Obtaining drivers license

Unexcused Absences

- Out-of-town relatives visiting trainee's home
- Trainee leaving town to visit friends or relatives
- Trainee awoke late

Projects differ in what are acceptable reasons for absence/tardiness. For example, at a rural project in which trainees have to travel sixty miles one way to attend training and no public transportation is available, a trainee would be excused if (s)he were unavoidably late/absent. However, in an urban area, where there are several options for transportation, a trainee would not be excused for "lack of transportation."

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*Project staff may try to reschedule these appointments. They work with the agency to change all the appointments so as not to conflict with training hours.

When trainees return following an absence, counseling should be provided immediately. The project staff member working with the trainee, often the job developer/counselor, tries to determine the cause of the absence, without pressuring the trainee. It is important for project staff to identify the underlying cause of the problem which may be affecting the trainee's ability to concentrate in class as well as to attend the training program. Once the cause of the problem is identified, the solutions available can be explained to or worked out with the trainee. In some cases, it may be appropriate to refer trainees to other agencies/organizations for assistance. In other instances, the trainee may be able to follow the suggestions or recommendations made by project staff and to report his/her progress in overcoming the problem. For example, a trainee is having difficulty finding enough time in her daily schedule to meet all of her family's needs and in keeping up with the requirements of the training project, such as daily, full-time attendance and homework assignments. The trainee is starting to attend class on an irregular basis, calling the project staff with a variety of excuses. During an individual counseling session, the job developer/counselor identifies the true problem (or helps the trainee identify it) and suggests that the trainee needs to develop a time schedule and keep to it. The job developer/counselor works out a realistic schedule with the trainee and then receives progress reports from the trainee and the vocational and job-related ESL instructors.

Trainees who have been absent should be provided with the handouts that were distributed in class during their absence. They also can be given additional or make-up work to keep them from falling behind. Trainees who advise the project staff that they will not be attending the program for a few days can be given assignments in advance. (These issues will be discussed in more detail in Chapter IV.)

The projects visited vary in flexibility or adherence to the attendance regulations regarding termination. Three basic philosophies prevail:

- The attendance regulations are enforced throughout the training cycle;
- Project staff enforces the regulations throughout the first half of training and is lenient during the second half; or,
- Project staff does not enforce the regulations until the training has been conducted for several weeks.

Projects in which the attendance regulations are enforced throughout the training cycle are simulations of the work environments for which the trainees are being prepared. Training is conducted on specific days during scheduled time periods. For those projects operating on a 5-day per week, 4- to 8-hour per day schedule, there is little room for flexibility in attendance. When trainees do not attend class, they are missing valuable instruction that cannot always be made up. To help ensure that trainees do not have problems keeping up with the instruction, attendance problems are addressed immediately by the instructors and/or job developers/counselors.

At projects in which on-the-job training is provided, the trainees are required to abide by the employers' rules and regulations; the training project's requirements are secondary. Project staff emphasizes to the trainees the importance of calling their employer if they will be absent or late. In some cases, however, trainees may not understand, or may be confused about, who to contact, or, they may fear they will lose their jobs and therefore, they may not call anyone. On occasion, trainees have called the project staff or their employer but have not been understood by the person receiving the phone call. (These misunderstandings sometimes are solved with the assistance of a project translator or other staff members.) The employers' training supervisors may call the vocational instructors to find out why the trainee is not at work. The instructors then contact the trainee and discuss the problem, explaining the procedures to be followed within the work environment. The instructors sometimes call the employer on behalf of the trainee if the trainee has not been at work for a few days. In some cases, the employer has the right to terminate the trainee from the on-the-job training.

The second approach regarding attendance, in which the regulations are enforced more rigidly at the beginning of training than at the end, allows project staff members to instill discipline in the trainees from the start while the trainees adapt to the regimen of training. This often is necessary when the trainees have been out of a school or work environment for a number of years (or have never been in one) and do not know what is expected of them. Flexibility in rescheduling trainees' hours to make up classwork varies among projects because of the available facilities, equipment and staff at the projects. In some cases, a trainee may be permitted to complete assignments at home if attendance at the program is not possible.

The last approach, in which regulations are not enforced until the training program has been underway for several weeks, has been used in projects to keep trainees enrolled. A number of trainees have had very negative experiences at school and may not realize that the bilingual vocational training project environment is different from their past experiences. For example, many Native Americans have been taken off their reservations for schooling and are not allowed to speak their native languages in class. In many circumstances, their cultural heritage is not understood or considered throughout the educational process. It is not uncommon for many Native American students to drop out of school. Because of this negative experience and, often, limited educational background, many Native American trainees are hesitant about attending the training program. In this situation, project staff finds it useful to be lenient with the trainees during the initial weeks of the program in order to give the trainees a chance to adjust to the training environment. Rules and regulations are enforced once the trainees have become accustomed to the routine and are comfortable in the training environment.

Although the projects differ in flexibility in adhering to the attendance regulations, individual cases are considered from all perspectives--progress in class, motivation and attitude--before a trainee is put on probation or is terminated. This process is a very personal one that may involve all staff members, including the project director, in determining an appropriate resolution. For example, a trainee who has been absent from training because of a recurring health problem may be advised to leave training and to continue during the following cycle. Or, a trainee whose attendance is irregular but who is doing well in all his/her classes may be permitted to continue with the understanding that the trainee will concentrate on keeping his/her absences to a minimum for the remainder of the training cycle. A trainee who is not doing well and is not committing himself/herself to the training program and completing the required work, even after project staff members tried to work with him/her, is likely to be terminated. A trainee's erratic attendance may have a negative influence on the other trainees' behavior; that is, the other trainees may imitate the inappropriate behavior and also not attend classes regularly. Trainees have been terminated from some projects to prevent additional trainees from initiating the inappropriate behavior.

RESOLUTIONS FOR OBSTACLES TO ATTENDANCE

Resolutions for each of the attendance problems or obstacles listed above are discussed in the following sections of this chapter in detail. Alternative solutions are provided for each problem because all of the resolutions are not applicable at every project.

Personal and Family Problems

There are numerous problems that a trainee may need to overcome before being able to participate fully in the training program, including marital difficulties, child care problems, family planning and pregnancy. A broad range of personal and family problems may interfere with attending the training program regularly and can lead to a trainee having great difficulty in concentrating in class, in completing assignments and projects, and in answering questions and participating in discussions and exercises. This section is concerned with the procedures used to assist the trainees in resolving personal and family problems.

Marital Difficulties

The marital difficulties discussed here are those related to a husband's unwillingness for his spouse--the trainee--to attend or complete the training program. (A wife's unwillingness for her husband to attend training was not reported to be a problem by any of the project staff members interviewed.) Some of the reasons for this problem are these types of perceptions of husbands:

- The training is believed to be too time-consuming; the trainee does not have enough time to care for her family's needs.
- It is felt that the salary to be earned on an entry level job after training is too low.
- It is believed that the trainee should be at home at certain times, regardless of the trainee's commitment to the program.
- It is felt that the training is not productive; some husbands do not understand what is being taught.
- Some husbands do not want their wives to have a higher educational or skill level or a better job than the husbands have.
- Some husbands do not want their wives to work because of traditionally held views of sex roles.

To assist the trainee in resolving these types of problems, the following procedures are used:

- Individual counseling by job developer/counselor, instructor or other staff member is provided to the trainee.
- Peer counseling by instructional aide, other trainees who have resolved similar problems, or delegates is available.
- Project staff member calls trainee's husband, discusses the problem on the phone or in person, assists in developing a work schedule that is suitable to both the trainee and her husband.
- Trainee's husband is invited to see how the training program operates or to observe class.

- The project staff develops a course for the husbands to attend on the weekend to enable them to become familiar with the type of skill the trainee is acquiring.
- Trainees who cannot attend class on some days because of their husbands' objections may have work mailed to them to enable them to complete the assignment at home.

During individual counseling, alternative methods for handling the problems may be suggested, or the trainee may be asked what she wants to do and how the project staff can be of assistance. For example, the staff member may suggest that the trainee discuss with her husband why the training program is important to her--that it is a good opportunity to learn a skill, that the tuition is free, that she will be able to get a job after completing the program and earn some money, that she is learning English, and that their family will gain benefits from her knowledge and future employment.

Instructional aides and/or delegates who are trained in peer counseling can work with individual trainees and provide follow-up to ensure that the trainee is working out the problem. Peer counseling also can be provided by the other trainees in the group. In one project, a portion of class time is set aside for trainees to discuss their problems and learn from each other how they can be resolved. Some of the trainees have encountered and resolved similar problems. Trainees also can be asked to discuss these problems in English so that they can become more proficient and comfortable in conversing in English. This approach can be useful at a project in which the resources are not available for dealing with these problems on an individual basis. Because of the volume of material that must be covered in bilingual vocational training projects in a relatively short time span, time should be set aside beyond normal classroom hours for these types of discussions.

In extreme circumstances, the project staff works with the trainee's husband directly; they call him to discuss the problem on the phone or to set up an appointment with him. The husband is invited to visit the program to observe a class and to work with a staff member in resolving the difficulty. This approach is not always feasible, however. Some of the husbands do not want to or are not able to come to the project, or they feel the project staff is interfering with their personal lives--they are not always open to suggestions from outsiders. Also, the instructors need to agree to have visitors in the classroom, and there must be enough space available to handle visitors. At one bilingual vocational training project visited, a computer literacy course has been designed specifically for the husbands of the trainees to attend on the weekend. This approach has the advantage of not conflicting with the ongoing instruction or the husband's working hours; however, the husbands must be willing to spend the time to come to the program.

Trainees who cannot attend class often are able to complete some assignments at home if the work is mailed to them, and can reschedule their hours to make up class time at a later date. This approach works best where the trainees primarily work at their own pace, there is not much group instruction, and the facilities, equipment and staff are available at varying times.

Child Care Problems

Child care is a problem for many trainees in terms of availability and/or cost of the service. This problem often is resolved by trainees on their own or by project staff members referring trainees to child care centers or babysitters. As discussed previously in the section on referral, project staff members also can be involved in facilitating and accelerating the referral process by helping the trainee complete the necessary paperwork, filing the application for the trainee with the center, and explaining to the trainee the procedures of the agency in accepting the trainee's application.

The following procedures are used in projects to help the trainees resolve their child care problems:

- The project or its sponsoring organization operates its own child care facility.
- The trainees are permitted to bring their children to class until a permanent arrangement can be made.
- Trainees take care of each other's children when training hours are staggered.
- Class hours at the training program are scheduled to enable trainees to pick up their children at school and to be home with them after school. (Of course, this would not work with a full-time training program.)
- In addition to stipends or training allowances that help defray the cost of child care services, the job developer/counselor helps the trainee find a part-time job to supplement the family income.
- Trainees receiving benefits from Aid to Families with Dependent Children (AFDC) can obtain child care services from AFDC participants.

Child care services are most accessible to the trainees when they are provided at the training site. One of the bilingual vocational training projects visited during this study is sponsored by a multi-service organization that operates, at the training site, a child care center for children 3 months to 3 years of age and a Headstart program for preschoolers. Trainees are given priority over persons who are employed (and are not receiving training) to assist the trainees in resolving their child care problem as soon as possible. Trainees pay a minimal amount for the service. Project staff at training programs which are sponsored by larger organizations--community organizations and community colleges, for example--may want to investigate the viability of this approach.

Trainees who have been referred to outside agencies for child care services may be required to wait several weeks or a month to obtain the requested service. During this interim period, after the training program has begun and while the child care services are being sought, the trainees may be permitted to bring their children to class. At one project visited, this alternative was considered by the staff to be the only available option. One instructor brought her infant to class, and felt it was advantageous for establishing rapport with the trainees--it was important for them to see her in a role other than that of instructor. Within several weeks, the trainees had solved their child care problems.

At another bilingual vocational training project visited, trainees could bring their children to the training program when there was a school holiday or vacation period for the children.

There are several factors that must be met for this approach to work:

- The workshop, lab, classroom, or child care facility must not contain equipment that could be dangerous to the health and safety of young children.
- The classroom, workshop or lab must be large enough for the trainees and the children (if children are allowed in the training facility temporarily).
- The sponsoring organization of the training project must be licensed to provide such services and must be covered by liability insurance.
- The project staff must agree that the children will not be interfering with the instruction or the other trainees.

Another alternative in providing child care services is that the trainees take care of each other's children. This approach would work at a program which did not operate all day. Trainees would know the child care providers and would be able to explain their child's needs to them. Some trainees have expressed concern to project staff members about taking their children to a stranger for care--the trainees do not feel that they are proficient enough in English to explain what their child's needs are or the type of care they wish their children to receive, and/or they are not comfortable having their children in the care of persons outside of their immediate family. At one project, vocational training was conducted for home providers so that the trainees, after completing training, could work in their own homes, taking care of children for the trainees attending the following training period. This approach was not successful, however, because the trainees did not want to work in their own homes for other trainees. They were willing to work only at a child care center or for their relatives.

At projects where trainees are paid stipends or allowances to help defray the costs incurred while attending training, this money can be used to make child care services affordable. Project staff members can help trainees who are receiving AFDC benefits to apply for child care services from other AFDC participants.

Family Planning and Pregnancy

Providing assistance and information on family planning during the training cycle and addressing the issue of pregnancy during the screening and selecting process are preventive measures used to keep trainees from leaving the program before completing the instructional objectives. Although family planning assistance is not a required or even a suggested project activity, some trainees have requested this information because they have nowhere to turn for assistance.

In response to trainees' requests, some project staff members have developed and conducted workshops on family planning outside of regular training hours. Both trainees and their spouses have participated in the workshops. Women trainees were primarily responsible for following through to acquire the necessary assistance, especially if their husbands did not agree with their decision not to have children. Guest speakers knowledgeable about this topic also can be invited to present the information.

Workshop topics can include:

- Types of methods available;
- The advantages and disadvantages of each method, including cost; and,
- The names, addresses and contact persons at local health clinics, family planning centers, etc.

Several approaches, aimed at preventing harm to the trainees, can be considered when working with trainees who are pregnant:

- Trainees who are in an advanced stage of their pregnancy may be asked to enroll in the program the following training period.

- Trainees who wish to continue attending the training program may be asked to bring a note from their doctor stating that the trainee is not endangering her health.

The rationale for these approaches is that regular attendance in the training program may be deleterious to the trainee's condition.

Other Personal and Family Problems

There is wide diversity in the types of personal and family problems that may surface while a person is enrolled in a vocational training program. The specific problems may vary every cycle. Some examples of the problems encountered and some practicable solutions are discussed in this section.

- Trainees who are accustomed to living in an extended family may have difficulties adapting to those customs commonly practiced in the U.S. The elder family members may not want the younger members to receive job skills training and obtain employment. The elders may feel that they should provide for all family members, as they did in their home country.

  Resolutions: Project staff members who are knowledgeable about the cultural factors involved (or who have similar backgrounds) can provide counseling to the trainees to assist them in understanding and adapting to the culture of the U.S. workplace. They can explain the procedures followed in the U.S. and the different options available to the trainee. The trainee is then free to decide what (s)he chooses to do. The project staff member can provide any additional assistance the trainee may need to resolve the problem.

- Family members need immediate assistance from the trainee. Trainees may be asked to return or may feel it necessary that they return to their home(land) to aid their family. This may involve the trainee missing some class hours--perhaps consecutive days or weeks.

  Resolutions: Project staff members often can be flexible in attendance issues, especially in projects in which much of the instruction is individualized and in those cases where the trainee is keeping up with the instruction and has completed his/her projects or assignments early or on time. As with other planned absences, trainees can be given specific assignments to complete while they are out. Trainees often can schedule additional hours to make up for their absence. (For this approach to work, the facilities, equipment and staff must be available and accessible to the trainee after the training project and/or sponsoring organization has closed.) Trainees, upon their return, should receive tutoring from an instructional aide or other trainee.

- Trainees' worries and responsibilities cause the trainees so much anxiety that they cannot concentrate in class, begin to fall behind the other trainees, and then stop attending classes. The responsibilities and worries can stem from a variety of sources, including financial difficulties, limited employment prospects, lack of self-confidence, fatigue from night jobs, spouse abuse, etc.

- Resolutions: The appropriate staff member, often the job developer/counselor, can provide group counseling to all trainees who share the same problem or can provide individual counseling when needed. Trainees or former trainees who have overcome these problems can provide peer counseling and serve as role models. Trainees or project staff also may provide direct assistance to the trainees in need--some have made small donations on a regular basis to an emergency cash fund that can be used by any trainee. And, some staff have provided temporary housing for a trainee, and participated in food drives and other fund-raising activities.

Health Problems and Substance Abuse

Health problems and alcohol and drug abuse are two difficulties that affect some members of the target population served by bilingual vocational training projects. These problems may be short term or long term and may require extensive treatment, hospitalization or recuperation that affect a trainee's ability to attend the training program regularly as well as the ability to concentrate in class. Substance abuse problems also can lead to behavior problems that may affect other trainees.

In cases of long-term illness, trainees may not be able to attend the program for several weeks but may be able to work on assignments or problems while recuperating in the hospital or at home. After the trainee has completed the work, it can be mailed or taken to the program, reviewed by the instructor(s) and discussed with the trainee. An instructor, instructional aide or designated trainee can visit the trainee and provide individualized instruction or tutoring, if necessary. This approach would be feasible if the trainee were well enough to do the work. But if the absence is not anticipated, it is difficult for the instructors to prepare appropriate materials and assignments for the trainee to use and complete at home. Use of this approach also depends upon the occupation in which training is provided; if specific equipment is necessary, such as data entry/keypunch machines, lathes or soldering irons, this approach would not be possible.

Trainees who entered the program with a chronic or serious health problem may be terminated at a later date because they did not reveal the problem during the screening process. However, a trainee may be able to re-enroll in the following training cycle if his/her condition improves.

If substance abuse is a problem affecting several trainees in a group, workshops can be conducted for the entire group of trainees. Guest speakers who are specialists in the subject area can be invited to participate and present information to the group. Recovered alcoholics or drug abusers can be invited as role models to discuss the topic from another perspective. Topics for the workshops can include:

- Difficulties in obtaining job interviews and becoming hired;

- Potential problems that could result on the job between the employee, his/her co-workers and/or supervisor(s); and,

- The possible effects on a trainee's well-being and his/her ability to benefit fully from the training program.

Individual counseling may also be appropriate depending on the extent of the problem, the staff's capability in the area and time available. Referral to other organizations with such counseling capabilities is the usual solution.

Transportation Problems

The accessibility and cost of traveling to attend the training program are problems for many trainees. In some geographic locations, there may be no available public transportation or the route may involve several transfers and be very time-consuming. There are trainees who do not have cars or do not know how to drive. Some are not aware or knowledgeable of the transportation system.

The following alternatives can be considered in resolving those issues related to accessibility:

- Brief but detailed instruction (or demonstration) is provided in the use of the public transportation system;
- Project staff recommends that trainees share rides;
- Project staff provides rides for trainees;
- Project has a van that picks up all trainees;
- Classes are scheduled in conjunction with the public transportation system's operating schedule, especially where there are only one or two options; and,
- For on-the-job training, project staff tries to set up work sites which are accessible to the training project and the trainees' homes.

Workshops can be conducted in which the public transportation system is explained to the trainees. Such workshops usually are conducted at orientation or near the beginning of the training cycle. The following topics and activities may be included:

- Maps of the bus, subway and/or train routes and the city and surrounding areas can be handed out, illustrating the routes that a trainee would take to get to the training project;
- Explanations and samples of the transfers, passes, or tokens used in the system;
- Instruction in reading and understanding the schedules, arrival and departure times, abbreviations, varying fares depending on time of day and destination, etc; and,
- Visiting a nearby bus stop or subway station to demonstrate how fares are paid, where to take the bus or subway, which train to take, etc.

At some projects, trainees are taken on field trips as part of their job skills training. These trips can incorporate instruction and practice in the use of the public transportation system.

Trainees who work at the same on-the-job training work site can carpool and share expenses. They also may be able to obtain rides from co-workers who live near them. Trainees who are on the same schedule at the training program can also share rides. Project staff who drive can provide rides for trainees who do not have access to transportation. Some trainees are reluctant to accept rides because they do not want to depend upon other individuals. Project staff can stress that they are all helping each other, such as by decreasing the expenses each individual incurs. The training program or its sponsoring organization may have a van or small bus available which can be used to provide transportation to and from the program to accommodate those trainees who need this service. Or, the project staff may be able to make arrangements to obtain a bus or van through another organization.

Programs which are located in areas where there are only one or two buses that trainees can take to get to the program may be able to devise a class schedule that enables trainees to make their connections. If on-the-job training is offered as the primary or a supplemental method of providing instruction, job developers (or the person responsible for developing on-the-job training positions) should try to select employers whose locations are accessible to the trainees.

Methods employed in projects to help defray the cost of transportation include:

- Trainees are provided stipends;
- Passes are provided for use in the public transportation system;
- Trainees receive assistance from an emergency cash fund;
- Trainees attend class on fewer days for longer hours; and,
- Trainees who share rides also share the driving expenses.

Project staff and the trainees may contribute to an emergency cash fund that is available to all trainees when they need transportation money. Small donations are contributed on a regular basis so that the fund always has a reserve. Through this arrangement, trainees are helping each other, as well as themselves, to attend training regularly.

At projects that have staggered class hours, schedules for individual trainees can be set up so that trainees come for the same total number of hours per week, but for fewer days for longer time periods. This approach works well where there is a limitation on particular machinery or equipment that all trainees need to use simultaneously.

Lack of Housing

The availability of affordable housing is a problem that can interfere with trainees attending the program. If no housing is available in the area, trainees may have to migrate to another geographic location. Trainees who are living with their relatives may desire alternative housing that is difficult or impossible for them to find. For some occupational areas, studying at home may be required, which may not be possible in some living arrangements. (This topic will be discussed further in the next chapter.)

Various mechanisms or procedures are available for resolving housing problems. A few alternatives are:

- Staff members of the vocational training project or of the sponsoring organization help the trainee find housing directly or through referral;
- Project staff provides temporary housing for a trainee in his/her home;
- Trainees receive supportive service money from the sponsoring organization or another agency for emergency housing; and,
- Refugees may have sponsors who provide assistance in obtaining housing and/or easing the financial burden of the trainee.

Project staff may provide assistance directly to the trainees by identifying housing for them in areas that the trainees can afford. The resources of the sponsoring organization or other agencies also may be tapped for this service. Recently arrived individuals may not know enough about the community to identify available housing. Project staff can refer a trainee to a more appropriate source of help, if necessary; for example, a community services organization. In some cases, project staff members themselves have provided housing for trainees. In one case, the vocational instructor provided housing on a temporary basis until another living arrangement became available. In another case, a job developer/counselor has housed one or two trainees in his home until the trainee(s) become(s) employed.

In emergency situations--for example, if a trainee cannot pay his/her rent or faces eviction--supportive service money may be provided by the sponsoring organization or other agencies. Trainees who are refugees may have sponsors who provide assistance in obtaining housing for them or in paying the trainees' rent. Some project staff members are involved actively in trying to find sponsors for the refugee trainees.

Rare instances exist of trainees in bilingual vocational training projects who have no housing. In some cases, this is a result of a lack of resources; that is, insufficient funds or lack of family members in the area with whom the trainees might be able to live. In other cases, trainees who are not used to modern dwelling units in the urban U.S. opt to live on the streets, in their cars or in abandoned buildings. These individuals are provided counseling on the benefits of living in a house or apartment, including general health considerations and availability of an appropriate place to study.

Lack of Financial Resources

For many of the trainees, a lack of financial resources is a major problem that interferes with their ability to attend the training program. For a majority of the refugees, no financial assistance other than cash assistance benefits (which, in some states, are being reduced) is available. The period of eligibility for cash assistance is being reduced from 36 months to 18 months. These changes already have forced the movement of a group of trainees from one state to another, where the benefits have not been decreased. It has had the additional effect of causing much anxiety and worry among the trainees about their ability to provide for their families. Trainees may feel a need to take any job that is available and not complete the training program which may be viewed as non-productive, in terms of not solving the trainees' immediate financial needs. This anxiety also can cause problems in the classroom, which will be discussed in Chapter IV.

Possible resolutions for the financial difficulties of the trainees are:

- Projects provide stipends or training allowances to all eligible trainees;
- Trainees may be eligible for the Basic Educational Opportunity Grant (BEOG) from the sponsoring organization when it is a community college or university;
- Project staff members and/or the trainees contribute money or help to raise funds for those trainees in need;
- Project staff members make arrangements for trainees to obtain part-time or temporary employment, on-the-job training with pay that is supplemental to the training program, or work study;

- Project staff members may advise trainees about and assist them in obtaining income from other sources, such as unemployment compensation; loans or public assistance, when the trainees are eligible; and/or supportive services;
- Project staff members assist trainees in setting up a budget or refer trainees to financial counseling services;
- The job developer/counselor tries to place a needy trainee on a job quickly at or near the end of the training cycle;
- Classes are scheduled so trainees can come to the program a minimal number of days for longer hours; and,
- Instructional materials, tools, and/or equipment are provided to the trainees free of charge for their use during the program.

Training allowances that cover the costs incurred to attend training, such as child care, transportation and lunch may be available for trainees who meet the eligibility criteria. At projects where the sponsoring organization is a post-secondary educational institution, trainees may be eligible for the BEOG. The grant money is usually sufficient for purchasing the equipment, tools, uniforms, materials and/or books necessary for participating in the training program. In some cases, it may also cover a minimal amount of the trainee's living expenses.

Trainees who need cash for an emergency sometimes are given enough money by a project staff member. Project staff and trainees may donate voluntarily a small amount of money once a week to be available for any trainee in need of transportation fare or lunch. Project staff and trainees could also raise money from outside sources for a fund that would be available if a crisis arose and a large amount of money were needed. Trainees and project staff also could have a food drive to collect food for needy trainees and their families.

Job developers/counselors can assist trainees in securing part-time or temporary jobs, in participating in work-study programs offered by the sponsoring organization, or in obtaining on-the-job training positions as a supplement to the vocational training program. Part-time or temporary jobs or work-study in the same occupational area as the training program would be preferred, but are not always possible to find. It is also preferable to schedule the job so that it does not interfere with the hours of the vocational and job-related English classes. At one project, the only available jobs overlapped with the English classes. Because trainees had no other alternatives for obtaining a steady income and they were speaking and learning English at work, they were permitted to miss some English class hours. They received all of the handouts and assignments and reviewed their work and level of understanding with the instructor. If a trainee left his/her job, (s)he was required to begin attending all English classes again. On-the-job training (with pay) that is supplemental to the vocational skills class can be arranged with employers and incorporated into the curriculum. Project staff can offer to be available or to assign a tutor who can be at the work site to assist the trainee in understanding and following directions. Partial funding for on-the-job training positions may be available from the project's sponsoring organization or other local community agencies or support groups so that the employers can train more persons for a given amount of money and be more willing to accept this arrangement.

Project staff members, usually the job developer/counselor and/or the project coordinator or director, may be responsible for helping eligible trainees obtain unemployment compensation, loans, public assistance, or supportive services. The designated staff may check to determine the trainee's eligibility and the most beneficial approach. Some trainees feel that it is inappropriate to receive public assistance. Some staff members also feel that public assistance payments are inappropriate for trainees because such payments may promote welfare dependency. Other persons may be less concerned with the source of assistance than with the trainees' obtaining enough income to attend and complete the program. In working with the sponsoring organization, other community organizations, minority advocacy groups, and public agencies, project staff can help to identify or obtain the necessary supportive services for the trainees.

For some trainees the level of individual (or family) income is adequate for meeting daily needs while enrolled in the program. In these cases, project staff or staff of another agency may work individually with a trainee (and his/her spouse, if desired) to discuss and develop a practicable household budget. The usefulness of the budget can be demonstrated and the trainee taught how it can be most easily used.

Trainees who have met the instructional objectives or achieved the target competencies in both the vocational and job-related English classes often are placed into jobs before the formal completion date of the training cycle. Possibly, part-time or temporary jobs or on-the-job training positions can turn into full-time permanent employment.

In some training programs, it is possible or necessary to schedule class hours to reduce the trainee's cost of attending the program. A trainee who has a long trip or high-cost fare for transportation could come to class fewer days for long hours. This approach depends on the number of trainees to be served, the facilities available and the number of class hours necessary for teaching the skills, and the instructional method or technique. Trainees who receive much individualized instruction or who primarily work at their own pace could benefit from this approach.

At many projects, the instructional materials, tools and/or equipment are provided for the trainees at no cost. However, some safety equipment or specific tools may need to be purchased by each trainee. This purchase can usually be covered by a training allowance or grant. Vocational instructors can investigate the possibility of purchasing equipment for the group in order to receive a discount that can be passed on to the trainees.

REASONS FOR DROPOUTS AND TERMINATIONS

Information was obtained from project staff and records regarding the causes of dropouts and terminations of trainees. The information was not verified with the former trainees. Project records vary in degree of completeness and perhaps accuracy. Comparisons of data across projects are not appropriate because of these factors and because the various project officials have different definitions for "drop out," "completion" and related terms. It should be noted also that even when records are complete and accurate, the actual reasons why trainees drop out are not always ascertainable: the trainees may not want to provide the project staff with the real reasons or former trainees may have dropped out without notice and not have been contacted in follow-up efforts.

In rare instances, trainees have been terminated from programs for inappropriate behavior; for example, repeated infractions of attendance rules, disruptive behavior, drug use at the training site, or clear and usually repeated violations of other project rules. Termination of trainees under such circumstances is warranted in fairness to the other trainees who obey the rules and apply themselves fully to the training.

No trainees reportedly were terminated for failure to succeed in the training program. It is possible, however, that some trainees dropped out because they thought that they were not succeeding.

The principal reasons for trainees dropping out of the programs reportedly are:

- Health problems, often an illness contracted after joining the program;
- Relocation, to either another area of the U.S. or to the trainees' native countries;
- To enter employment;
- Advanced stage of pregnancy;

- Lack of financial resources to continue in the program; and,

- Pressing personal or marital/family problems.

As noted in earlier discussions, some of these potential problems can be identified during the screening and selection of trainees; others may be identified and resolved after the trainees are enrolled in the program. Some potential problems, such as acute illness or debilitating injuries cannot be anticipated, of course. Other problems or conditions--for example, pregnancy at the time of intake--may not always be identified.

Trainees sometimes want to leave training early, or feel that they have to leave for financial reasons, to take a job. The staffs of the projects have varying philosophies regarding this matter, but the general approach appears to be to advise trainees to complete the training (or to complete attainment of vocational performance and English language objectives) prior to taking a job. This is accomplished by counseling the trainee on the importance of acquiring all of the targeted job skills and adequate language skills for an English-speaking work environment. Not all trainees are able or willing, however, to sacrifice immediate considerations for possible long-range benefits.

IV. OVERCOMING INSTRUCTIONAL OBSTACLES

INTRODUCTION

This chapter examines the instructional obstacles and classroom/work site problems that can occur in bilingual vocational training projects. The problems are not insurmountable; project staffs have developed and applied practicable resolutions for all of the problems discussed in this chapter. The problems should be addressed and resolved as early as possible to prevent them from becoming serious obstacles to trainee participation. Alternative solutions are presented in the context of each problem because there is not one particular instructional method that can solve all of the potential problems a trainee may encounter. Both vocational instructors and job-related ESL instructors use a variety of methods and techniques to achieve specific objectives and to ensure that each trainee will receive appropriate instruction. This is because the trainees have different individual learning styles that are influenced by a variety of factors, including educational background, cultural background and work experience.

LEARNING STYLES

The term learning style, as used in this report, refers to the manner in which a trainee assimilates and processes concepts and information from the instructors and instructional materials. Individuals vary in the ways in which they can best acquire knowledge. There are three basic ways in which information is received, processed, and retained: by visual, auditory, and kinesthetic means (cf. Barbe and Milone, 1980). For example, one person may learn best by reading a textbook, by seeing a demonstration of a task, or by looking at an object, picture or diagram (visually). Another individual may learn most efficiently by hands-on experience or practice (kinesthetically). Others rely on their auditory senses--they learn best by listening. Although adults can process information in all three ways, each individual learns most efficiently via one (or two) sensory channels. (In vocational training and for adult learners, hands-on experience and practice generally are the most efficient means of acquiring skills.) Instruction that is geared to the perceptual strengths of the learner--modality-based instruction--allows for the most efficient learning.

In addition to the variety of channels through which information can be received, there are individual differences in the processes of acquiring and retaining knowledge, and of relating new information and concepts to what has been learned already. For example, some individuals learn best when they are first taught general concepts or categories and then are taught specific detailed information within these categories. For others, the most efficient learning process is the reverse; that is, from specific information to general concepts. Individual differences also will appear in the manner in which previously learned information is related to and cumulated with new information.

FACTORS INFLUENCING LEARNING STYLES

Some factors that influence an individual's learning style are educational background, cultural background, and work experience. For example, trainees from many countries will have been in school and work environments which are quite different from the bilingual vocational training project. They also will have been exposed to instructional methods that are different from what the job-related ESL and vocational instructors in bilingual vocational training projects use. For example, many trainees may be used to hearing a lecture, direct translation, reading a textbook, or learning by rote. In bilingual vocational training projects, they are likely to encounter question and answer sessions, discussions, individual instruction, field trips, and hands-on practice. Also, trainees may not have been taught how to extend or apply their knowledge, which is very important in vocational training. Some potential problems may be prevented by choosing or adapting instructional approaches and materials that are appropriate for the learning styles of the trainees. Because it is not always possible or desirable to adapt strategies, it is important that the trainees understand why a different teaching method is being used and that their backgrounds are understood by the instructors. That is, that the trainees understand that the approach is appropriate for learning a job skill in the limited amount of time available.

Trainees in bilingual vocational training projects also have diverse work experiences that need to be considered when providing employability instruction, job counseling and on-the-job training. For example, trainees may never have worked outside their family setting and may not understand the employment system or appropriate behavior at the work site, such as taking breaks, promptness, working at a fast pace, or asking questions of their supervisor and co-workers. Or, trainees may have work experience that is different from the bilingual vocational training project--they may have been farmers or homemakers.

TOPICS NOT ADDRESSED

This chapter does not contain a discussion of instructional methodologies or techniques. The variety of teaching strategies, methods and learning activities that are appropriate for instructional staff to use in bilingual vocational training projects are presented in other literature; for example, Bradley and Friedenberg, 1982; Berry and Feldman, 1980; Troike, et al., 1981; Macdonald, et al., 1982; and Rezabek, et al., 1981. As noted in Macdonald, et al., 1982 (p.64), the instructional strategy used is not as important as the content of the instruction.

No set procedures exist for resolving instructional obstacles. For every problem presented, there is a variety of mechanisms that can be considered for use in a bilingual vocational training project. In some cases it may be necessary to try more than one resolution until the problem is solved. The procedures employed may be specific to each project because of the target population, the project setting and facilities, staff, equipment, or other resources. The procedures used within a project also may vary over time or among the different staff members.

PROCEDURES FOR RESOLVING INSTRUCTIONAL OBSTACLES/PROBLEMS

The instructional problems encountered at the bilingual vocational training projects visited for this study are:

- Problems in Adapting Instruction to Trainees' Levels
- Problems Resulting from Absences
- Inappropriate Use of English and Native Language in Instruction
- Problems in Adapting to Styles of Trainee Participation
- Inappropriateness of Instructional Materials
- Problems Resulting from Trainee Anxieties
- Inappropriate Behavior
- Other Instructional Problems

Each of these problems is discussed in detail in this section. Alternative approaches for resolving the problems and the advantages and disadvantages of the various solutions are provided.

Problems in Adapting Instruction to Trainees' Levels

In the bilingual vocational training project setting, a wide diversity exists among the trainees in educational and work backgrounds, job skill levels, and English proficiency levels. Also, each trainee progresses at his/her own rate, and this rate may depend on the trainee's educational background. For example, the more academic experience a trainee has, the more successful the trainee is likely to be in acquiring knowledge from a textbook or manual.

Trainees also vary in first and second language literacy. Some trainees may have difficulty reading in their native language and/or in English. Other trainees may be illiterate in one or both languages. (Some of the trainees' native languages may not have a written form or have not had one until recently.) These factors should be considered to help prevent instructional difficulties when the vocational and job related ESL instructors are preparing their curricula, lesson plans, materials, and methods of presentation.

The following options are available for resolving problems in adapting instruction to trainees' varying levels, backgrounds and rates of progress:

- The vocational and job-related ESL instructors gear their instruction to the majority of the trainees;
- Trainees may get the basic information only or more advanced material, depending on the trainees' rate of progress and skill level;
- Individual instruction is provided;
- The class is divided appropriately during the training cycle into small groups or pairs for specific activities or exercises;
- Trainees work and learn at their own pace, completing projects within a specified time frame;
- Trainees receive extra tutoring or are referred to supplemental classes;
- The instructor builds an atmosphere of cooperation, a working group of trainees who encourage and help each other;
- Trainees are scheduled to practice the vocational skill or to converse in English during specified time periods;
- Review sessions, make-up tests, additional materials and special assignments are provided for trainees;
- Individual counseling is recommended by the instructor;
- Trainees have the flexibility of switching training sessions or classes; and,

- All project staff members are involved in regularly scheduled meetings or conferences to identify and resolve any problems trainees are having.

A frequently used approach for resolving problems in adapting instruction to trainee differences is teaching to the level and pace of the majority of the trainees. Methods of presentation, materials and lesson plans should be relevant to and usable by most of the trainees. Supplemental materials of varying levels should be used or developed for particular trainees as needed. Trainees who begin the training program with some basic knowledge that the rest of the group needs to learn can be given advanced or complex materials, assignments or projects to work on. In addition, they may be given information about the operation of a machine, the occupational area they will be entering or available job opportunities in the area. They can also receive instruction in skills or competencies that are beyond the target competencies of the training curriculum. These procedures may help to stimulate, challenge and generate motivation in the trainees and will enable them to work to their full potential and to prevent boredom. For example, in a typing class, a group of trainees may already know the keyboard, but these trainees may need practice in accuracy, speed and typing in different formats, such as manuscripts, letter styles, and memoranda. In some cases, it will be necessary for the instructor to modify his/her approach with different individuals to ensure that all trainees are understanding the new concepts being taught. When some trainees are having problems, these specific problems may be discussed with the entire class and then individually with those trainees who need additional help.

During the curriculum planning, it is helpful to identify the minimum target skills that a trainee must acquire to complete the training program successfully and to be prepared for employment. In some cases, the minimum objectives will be all that the trainee attains. For example, a trainee in electronics assembly may be taught only the basic skills; that is, names and uses of parts and tools, color codes, and soldering. This approach allows the trainee to be successful and to be prepared for an entry-level position. In one project, a trainee was having great difficulty and becoming very discouraged and frustrated in typing class. She was permitted to specialize in keypunching, an area in which she excelled. The instructors recommended that the job developer try to place her in a keypunching job. In other occupational areas, for which there is a wide range of skills to be acquired, each trainee may acquire different skills above the minimum. For example, in word processing, there are approximately 240 commands that a person could learn. However, not all of these are necessary for employment purposes, nor are all of them frequently used. Trainees who have learned the basic commands can continue to acquire these skills and increase their accuracy and speed. Additional performance objectives can be developed in each occupational area for those trainees who attain the minimum requirements before the completion of the training cycle.

For many occupational areas, it is possible to provide instruction primarily in small groups, pairs or individually. This approach is facilitated by the availability of instructional aides and/or translators/interpreters. Groups can be arranged so that trainees of similar levels work together on the same project or assignment. The instructor (and aide) can rotate among the groups, providing direction and guidance, as well as materials, that are relevant and appropriate to each group's needs. When trainees are paired for specific exercises or activities, trainees with a relatively high skill level may work with trainees who are having some difficulties; the advanced trainee then can provide help on an individual basis. When trainees work on their own, instructors and aides are available for providing assistance on an individual basis. This assistance may include demonstrating how to do the task or re-explaining the task or concept in a different form.

To prevent trainees from becoming discouraged or frustrated, trainees should be told not to compare their work with that of the other trainees, but to look at their own accomplishments and improvements. Instructors and aides can provide encouragement and reinforcement to the trainee--that (s)he can succeed at the next step. Trainees who have overcome the same problems can discuss how they resolved the problems, as an example of success.

Trainees may be able to work individually and set their own pace for completing projects, tasks or assignments in a variety of occupational areas, such as typing, machine shop, welding, data entry, or word processing. Instructors establish deadlines for the trainees to meet which vary by the complexity of the project and for the individual trainees. Trainees who successfully complete their work before the deadline can continue on to another project, or they can provide assistance to trainees having difficulties. Those trainees who are behind schedule may be given additional time to complete the project, or, if appropriate, they may be allowed to move on to another project and come back to the first one at a later date. In cases of extreme frustration, this latter approach can help to alleviate the discouragement and stress the trainee may be feeling. In some cases, trainees have difficulties completing their assignments or projects because they have not been prepared adequately in the theoretical aspects of the project. This may lead to another problem--that the aides or instructors essentially do the work for the trainee. To prevent this situation, it is necessary for the instructor to identify the level of understanding of the trainees, in order to adequately prepare lessons and to provide instruction.

Tutoring can be provided in the classroom, after class on an as-needed basis, or at regularly scheduled sessions. Vocational and job-related ESL instructors, instructional aides, volunteers, and advanced trainees can work individually or in small groups with trainees having difficulties understanding or keeping up with the instructional program. In projects without full-time staff, it may be

TRAINEES HELPING EACH OTHER

Trainees who are having difficulty progressing in the vocational and/or job-related ESL class(es) receive assistance from several sources, including other trainees. One example of this approach is the delegate system, described in another section of this report. Another example is the use of program graduates as role models. A third example involves currently enrolled advanced trainees providing assistance to their classmates. The advantages and disadvantages of this latter approach are listed below.

Advantages

- Aids in the early identification and resolution of instructional obstacles.
- Allows the trainee having difficulties progressing the opportunity to learn or to catch up with the instruction and to gain self-confidence.
- May allow increased attention for the trainee having instructional difficulties, providing much needed positive reinforcement and encouragement.
- Provides an opportunity for the more advanced trainee to exhibit leadership and build self-confidence.

Disadvantages

- There is a risk that the trainee having difficulties will become overly dependent on the more advanced trainee.
- The trainee having difficulties may feel (s)he is not receiving the best instruction.
- The assistance or instruction by a trainee may not be as effective as the instructor could provide.

The advantages and disadvantages of using trainees to help each other need to be weighed when considering if this system is feasible and valuable in a particular training setting.

difficult to schedule tutoring sessions. However, it may be possible for the staff members to schedule their time so that at least one staff member is available to accommodate the trainees' schedules.

Trainees who have had great difficulties keeping up with the instruction in both the vocational and job-related ESL classes sometimes have been referred to an additional ESL course at another program to supplement the bilingual vocational training program. The supplementary courses consist of general English skills, enabling the trainee to acquire enough English to understand the vocational and job-related ESL instruction.

For some activities and projects in the vocational and job-related ESL classes, it may be practical for the whole group of trainees to work together. The instructor may want to explain a new concept or assignment to the group as a whole and then have the trainees ask questions and respond to each other. This approach helps to foster a cooperative atmosphere in which the trainees help each other learn and reinforce what has been learned.

In some cases, trainees may need additional time to practice the vocational skills and their English speaking and listening skills. Trainees may be able to come in and practice on the equipment or machinery if the facilities are available during non-class hours. For example, a trainee who is having difficulty acquiring speed in typing may be able to practice on the typewriters during part of his/her lunch break or before or after program hours. To help trainees improve their English-speaking ability, the ESL instructor can schedule appointments for each trainee to come in individually to practice conversing. A problem may arise if a trainee is self-conscious and feels embarrassed about speaking up or being reminded of his/her inadequacies. If this occurs, an instructor may consider scheduling two or three trainees together who have the same oral proficiency in English and are comfortable with each other. As the trainees increase their speaking ability they are likely to gain confidence and feel at ease conversing individually with the instructor. Another disadvantage is that this activity usually is tiring and may not be advisable for all trainees or for a long period of time.

The vocational and ESL instructors can hold review sessions, make special assignments, and develop and/or provide additional materials, exercises or handouts for those trainees who are having difficulties keeping up with the rest of the class. These activities are supplemental to the instructional program and should be geared directly to the trainees' needs. Trainees can come on a voluntary basis or should be asked to attend if the instructor is aware of a problem. It is possible that some trainees will not be able to complete any additional work--they feel that they do not have enough time to do extra work.

At times, the instructors may observe problems in individual trainees, such as lack of progress, extreme frustration or discouragement. The instructors may be able to talk with the trainee and discuss these issues. They may recommend counseling for the trainee so that the root of the problem can be identified and resolved. (Procedures used for identifying problems and counseling are discussed in Chapter II.)

At projects where training sessions or cycles overlap, trainees may have the flexibility of switching from their cycle to one that is ahead or behind their current one. Trainees who are not able to grasp the concepts, who are absent for a long period of time, or who are having other instructional difficulties can attend classes with the new group of trainees. Or, a trainee who wants to refine a particular concept may choose to sit in with the new group and review the material.

At one project, the vocational instructors review all the material that has been covered every five weeks. Trainees then can be placed in the class that is most appropriate to their needs.

In many projects, project staff not only evaluate the trainees on a regular basis, formally or informally, but meet together to assess the trainees' progress, strengths and weaknesses. Each trainee then can be viewed from a variety of perspectives simultaneously. The staff decides on the areas in which the trainees need help and devise particular solutions, such as tutoring for two hours a week in English.

Problems Resulting from Absences

There are various circumstances in which a trainee may not be able to attend the program for a period of time, such as illness, emergency in the family, hospitalization, etc. An absence may cover several consecutive days or weeks; it may be known in advance or unplanned; and, it may be excusable or unexcusable. In a training program with individualized instruction, the absence may not cause serious instructional problems. The trainee can come back to class and continue where (s)he left off. In other cases, the trainee could miss valuable, irrecoverable information or lessons. For example, activities that are conducted with the class as a whole may include discussions, role-playing, etc., that cannot be redone on an individual basis.

Alternatives available for resolving this problem when the absence is known in advance include:

- Trainees are encouraged to work on their own, if at all possible; special assignments or materials are provided;
- An instructional aide or trainee can be designated to visit the trainee to provide tutorial assistance; and,

- The instructors review with the trainee before the absence the material that will be covered.

Each of these alternatives is a preventive measure that is taken to assist the trainee in keeping up with the rest of the class. These measures are not always applicable; that is, it may not be possible for a trainee to take work home (depending on the occupation); or, the trainee may not be able to do the work at home (depending on the reason for the absence); or, the trainee may not be in town to receive assistance.

The vocational and job-related ESL instructors can encourage the trainees to take make-up work home with them. They can develop special materials, such as handouts, exercises or questions for the trainees to complete on their own. At some projects, tapes of the lectures or exercises are available for the trainee to take home. For some occupations, such as typing, it may be possible for the trainees to practice increasing their speed and accuracy if they have access to a typewriter. At an early stage in the training, when the trainees have not yet acquired the proper techniques, practice at home can be detrimental--typing at home, for example, may perpetuate any bad habits the trainees have.

When appropriate and practicable, a designated representative of the program--an instructional aide, another project staff member or a trainee--can visit the trainee to provide any tutorial assistance necessary. The representative can answer questions the trainee has, review assignments the trainee has completed or any new material that is being covered in class, or can bring new assignments for the trainee.

In some cases, the instructors can review the material that will be taught before the trainee's absence. This can be done in conjunction with assigning specific readings or exercises for the trainee to complete during the absence.

Several options are available for helping the trainees catch up after an absence:

- Tutoring or individual instruction is provided by the appropriate staff member;

- The trainee receives any materials that were handed out to the class during his/her absence;

- The trainee and the appropriate staff members work out a procedure to enable the trainee to make up the work that was missed;

- The instructor reviews the material the trainee missed with the whole class;

- Review sessions are conducted on a regular basis for all trainees; and,

- Counseling is provided to determine why the trainee is having a problem.

Tutoring or individual instruction may be provided to the trainee upon his/her return before, during or after class. Depending upon the instructional approach and the availability of the appropriate staff members, trainees who have been absent can receive assistance on an individual basis. It may be feasible for the instructional aide to work individually with the trainee, helping him/her step-by-step. It may also be possible for the instructors to give extra lectures before or after class to an individual or a small group of trainees who have been absent.

Any new materials or assignments that were given out to the class can be given to the trainee upon his/her return. The specific information that was presented can be reviewed by the instructors and/or aides to keep the trainee up-to-date with the rest of the class.

The instructors may ask the trainee to come in before or after class to work out a way for the trainee to catch up. This may involve rescheduling the trainee's hours to enable him/her to make up those hours that were missed. It may be possible, depending on the available facilities and equipment, for a trainee to come in on the weekend or in the evening. Or, a particular time period may be set aside every week when trainees can come in for additional practice or to make up work.

The instructors may choose to review the material that was presented with the entire class. This would give all of the trainees an additional chance to ask questions about material that was previously introduced. The trainees who were present in class can be asked to explain or demonstrate to those who were absent what was covered. (This gives the instructor another way of identifying problems that any of the trainees may have and of checking their levels of understanding.)

Conducting review or tutorial sessions on a regularly scheduled basis which are available for all trainees can help keep the trainees caught up if they have been absent or if they have any questions or problems. Trainees are also given the opportunity to work together, perhaps in small groups, to solve problems, complete assignments, or participate in activities that can only be conducted in a group setting. Make-up tests also can be administered during a review session when more than one trainee has missed the test; this would save the instructor time so that individual make-up tests need not be administered. Group teaching can be provided by the vocational and job-related ESL instructors during these sessions if both are available.

Trainees who have been absent sometimes receive individual counseling by the job developer/counselor immediately upon their return. The purpose of the counseling session is to determine why the trainee is having problems that are keeping him/her from attending the program. The job developer/counselor can then provide guidance and support to the trainee or refer him/her to the appropriate source for assistance.

Inappropriate Use of English and Native Language in Instruction

Although trainees in bilingual vocational training projects are of limited English-speaking ability, there is a range in their English proficiency levels, just as there is a range in the educational backgrounds, job skill levels and rates of progress. The range in English proficiency among a group of trainees can lead to instructional difficulties if some trainees are not able to understand the instruction. Bilingual vocational training is designed to remove the language barrier in training programs by conducting the vocational instruction in both the native language(s) of the trainees and in English and by providing job-related English instruction concurrently to support the job training. However, the language barrier has not been resolved in all cases. Some trainees are being excluded from participating and benefiting fully from the program because the instruction is not understood--the instructor is not communicating adequately to all the trainees.

Alternatives that are available for use when trainees do not understand the instruction are:

- The vocational instructor explains new concepts in the native language of the trainees as well as in English. The use of the native language decreases as the trainees become more proficient in the skill area and in English. Trainees who are having problems with the dual language instruction can receive individual instruction or tutoring by instructional aides, other trainees and/or the instructors.

- The vocational instructor identifies when trainees are not understanding new material. (S)he changes his/her teaching strategy or manner of presentation. This may involve a change in the pace of the instruction as well. Two situations in which instructional techniques were modified are:

  --Trainees were learning about entering data on two different machines. They were familiar with using keypunch cards and could see how the data were stored. The trainees did not understand, however, how the data were stored on a disk. The vocational instructor realized that the trainees were not fully comprehending his explanation. He changed his presentation from an oral method to a visual method by relating the new concept to the one with which the trainees were familiar. He stacked the cards in a pile and placed them next to the disk to show the amount of data that could be stored on one disk.

--As a result of advice provided by a project consultant, the instructors modified their approach to suit more closely than before the learning style of the target group. The former approach was to teach the skills piece-by-piece, building up to the whole task or finished product. The revised approach involves starting with the finished product. First, the final product or end result is shown or diagrammed and then the steps necessary to achieve the result are explained and shown.

In both of these examples, the vocational instructors were aware of the need to adapt or change their instructional techniques.

- Particular activities or assignments are conducted in a large group to clarify concepts. This technique demonstrates what is required to complete specific exercises, with all trainees working together on a solution. This can also help the trainees gain confidence by receiving reinforcement and observing what the other trainees do.

When the above types of solutions are integrated into the instructional approach, the vocational component is strengthened and the comprehension problems that trainees have are alleviated.

Not all programs have vocational instructors who are proficient in the native language(s) of the trainees. In some cases, there are too many language groups in one classroom to have a vocational instructor who is skilled in all of the languages. In other situations, a vocational instructor could not be found who was knowledgeable of the culture and language of the trainees. In these circumstances, several procedures, in addition to those listed above, have been established for handling this problem:

- Bilingual instructional aides or translators/interpreters are available to provide the instruction in the trainees' native languages. (This approach can lead to delays in providing instruction because the instructor must wait for the translations and explanations to be provided to all of the trainees. Also, the translators may not be available for a long enough time period to be helpful.)

- The lecture given by the vocational instructor is translated to the native language(s) of the trainees and audiotaped. The tapes are available for the trainees to borrow and use at home.

- Bilingual materials developed or identified by instructors, such as vocabulary lists, safety instructions, and directions are given to the trainees.

- The job-related ESL instructor teaches the vocational lesson, because the trainees did not understand the instruction in the job skills class. (This approach is in conflict with the purpose of the ESL instruction. In the bilingual vocational training program, the job-related ESL instructor's function is to reinforce or support the vocational instruction by providing the English required to learn the skill and retain employment in the occupation in which training is being received. The ESL instructor's function does not include teaching the vocational skill.)

- Trainees who are having difficulties keeping up with the instruction because of their limited English proficiency are referred to additional ESL classes. (This solution does not address the problem--that the vocational instruction is, in essence, monolingual, and limited English proficient trainees are being excluded as they are in any other monolingual vocational training program.)

- Trainees who are having difficulties understanding the instruction are assigned seats next to trainees who do understand and who can translate to the trainee's native language. (This solution also places the burden of instruction on someone other than the person responsible--the vocational instructor.)

In programs in which the vocational instruction is divided into two classes, a lab and a class in theory, and only one of the instructors is bilingual, it is more critical to have a bilingual instructor in the lecture than in the lab. In the lab, the work is primarily practice and demonstration, and a bilingual instructional aide can assist with the limited oral instruction.

It is difficult to operate a program in which several non-English language groups are being served in one vocational class. The procedures discussed above can be used if it is not possible to hold separate classes for each language group with instructors proficient in each of the languages.

Problems in Adapting to Styles of Trainee Participation

Trainees have different styles of participating in classroom activities and discussions. For example, some trainees do not feel that it is appropriate to participate actively in question and answer sessions, discussions or hands-on practice until they have acquired knowledge of the content area by listening to and observing the instructor. It is important for the instructors to be aware of these differences so that they can adapt to the trainees' styles.

Some of the other reasons a trainee may not participate actively in class are:

- The trainee does not understand the instruction and is not able to ask or respond to questions;
- The trainee's prior educational background is very different from the bilingual vocational training project;
- The trainee is hesitant to talk in class;
- The trainee is reluctant to speak out and indicate that (s)he does not understand the information being presented;
- The trainee may not think it is necessary to do the work or a particular segment;
- The trainee has overwhelming personal problems that are causing interference with his/her ability to concentrate in class and to actively participate and benefit fully from the instructional program.

The solutions available for resolving the problems related to adapting to trainees' different styles of participation are discussed next. Two of the causes listed--not understanding instruction in English and an overabundance of personal problems--are discussed in earlier sections of this report.

Unfamiliarity with School/Training Environment

The participatory, informal nature of the training program may be a new experience for some of the trainees. Their past educational experiences may have included attending authoritarian schools and they may have difficulty adjusting to the less structured environment of the project. They may have been exposed to teaching methods which are different from what instructors use in bilingual vocational training projects, such as hearing a lecture, memorizing and reading textbooks or manuals. Their behavior may have been formal; for example, standing at attention when the instructor enters the classroom, not questioning what the instructor teaches, etc. Some trainees may not realize the need to study outside of the classroom. The following alternative solutions can be considered for dealing with this problem; each assumes that the instructors are familiar with the different educational backgrounds and learning styles of the trainees.

- Instructor explains that the nature of schooling and training and workplace customs in this country are different from the customs of their home(lands) and how they differ; trainees share their experiences;
- Instructor observes some of the values and traditions that the trainees exhibit;
- Instructor modifies his/her teaching strategy to ease the adjustment of the trainees;
- Instructor discusses with the trainees the different techniques for teaching and learning, their advantages and disadvantages; and,
- Instructor and/or aide work(s) individually with the trainees to teach work habits and study skills.

The instructor may hold discussions in which the trainees and (s)he share their different experiences, customs, traditions and values as they relate to the job training. The instructor is sensitive to the cultural and educational backgrounds of the trainees and uses these as a tool for teaching. An instructor can incorporate the values and traditions of the trainees into the instruction by observing some of these traditions in the classroom. For example, an instructor may call an elder trainee from an Asian culture by the honorific name to show respect. This gesture also puts the rest of the class at ease. The instructor can stress that customs of the U.S. workplace need to be followed while the trainees are working in this country.

Taking the different educational backgrounds of the trainees into consideration, the instructor may want to modify his/her instructional approach to accommodate the learning styles of the trainees in the beginning of the training cycle. The instructor lectures and assigns readings from the texts (when applicable) and does not stress the trainees' active participation at first. The instructor then gradually changes the approach to incorporate questions and answers, problem-solving, small group activities, and hands-on experience. This will help to ease the adjustment of the trainees to a different approach. The instructor may wish to discuss the different techniques and approaches with the trainees to show the advantages and disadvantages of each.

Depending on the background and experiences of the trainee, it may be important for the instructor and/or aide to help teach the trainee study skills and work habits. Trainees sometimes need to be made aware of the need to study at home and to review the material presented in class. If a trainee cannot find time to fulfill his/her family responsibilities and to complete class assignments at home, a project staff member may provide the trainee assistance in planning a time schedule and keeping to it. If a trainee does not have enough privacy at home and cannot concentrate, the trainee may be permitted to use the project facilities in the evenings and on weekends, if they are available for this purpose.

Reticence

One of the reasons that trainees do not participate actively in class discussions and activities is reticence. Reticence is a characteristic that is approved and valued in some cultural groups; that is, it is a behavioral norm that is a polite form of showing respect. Trainees may believe or have been conditioned to believe that it is not proper to speak up or to ask questions. They may lack self-confidence and be embarrassed about their limited English-speaking ability and fear making a mistake. Reticence also is a trait that varies among individuals. It is important that instructors be knowledgeable of both cultural and individual differences regarding reticence and be able to adapt instruction accordingly. The following alternatives can be considered for resolving this problem:

- The instructor accommodates the trainees by conducting group activities;
- Trainees learn how and when to be assertive; oral communication skills are stressed;
- Instructors who are not bilingual/bicultural or knowledgeable of the trainees' cultures and

languages receive inservice training to help them understand trainees' classroom behavior and attitudes;

- The instructor works to build the confidence of trainees and asks individual trainees to write a problem on the chalkboard and then asks questions of the trainee, or asks the trainees to make an oral presentation in front of the class, in their native language or in English;

- The instructor and/or instructional aides work with the trainees individually to provide specialized instruction, reinforcement and encouragement; and,

- Individual counseling is provided to the trainees.

To create a comfortable learning environment for the trainees, an instructor may accommodate their reticence by conducting activities in which the group responds together. This approach gives the trainees the opportunity to participate actively without being singled out. As the trainees increase their skill level, gain self-confidence, and become accustomed to this style of learning, they can be called on to respond individually.

The job developers/counselors and the instructors may teach the trainees how to be assertive but not aggressive, when it is appropriate to voice their opinions and questions, and why it is important to act in this manner. The staff discusses this issue in relation to employment--that a supervisor needs to know when the employees are having problems with their jobs and what these problems are in order to address them. The trainees need to be made aware of the fact that not all employers will understand the trainees' cultural backgrounds. Therefore, the trainees will need to learn how to adapt to the employers' customs while on the job. Also, employees who are not assertive are unlikely to be promoted.

The instructors and job developers/counselors stress how important oral communication skills are on the job. To assist trainees in expressing themselves and feeling at ease speaking in English, the instructors emphasize communicating the concept. The trainees' grammar and pronunciation errors are not corrected or pointed out until they become confident and self-assured. The instructors may audio- and/or videotape the trainees to enable them to see and/or hear themselves.

Instructors who are not bilingual/bicultural or knowledgeable of the trainees' cultures and languages need to be oriented or trained in the procedures that are effective in adapting to the trainees' reticence in the classroom. The training can be at an orientation before the cycle begins, or it can be inservice. At these times the staff meets and discusses the problems that have occurred and how they have been resolved effectively. The suggestions may include a modification of teaching strategy to incorporate the type of approach to which trainees are accustomed.

In some instances, instructors may find it useful to ask a trainee to come to the front of the class and write a problem on the board. Trainees should be aware of this activity in advance to be adequately prepared, and those who are least reticent should be called upon first. The instructor can then ask the trainee to explain how the solution was derived. The trainee may feel more comfortable writing than speaking, and this approach may help him/her feel more comfortable speaking when (s)he has a concrete problem and solution to discuss that (s)he has worked out correctly.

Another approach to help the trainees feel at ease in participating actively in class is to ask the trainees to prepare a presentation to give orally in front of the class in either English or their native language. The other trainees can ask questions and talk about the presentation with the discussion leader. It may be best to have those trainees who are not self-conscious or hesitant be the first ones to present. In the beginning, the trainees may choose to speak in their native languages. However, as they increase their proficiency and confidence levels, they are likely to begin presenting and discussing in English. Role playing also can be effective. Forcing the trainees to participate in English only at an early stage will have negative effects. In some cases it may be necessary to have the trainees speak in increasingly larger groups; first to one classmate, then to a small group, and then to the entire class. As the trainees gain confidence in presenting information to the other trainees, it will be easier for them to speak before the entire group.

As is the case with other types of classroom problems, the most appropriate solution in some cases may be individual instruction by the instructors and instructional aides. This approach allows the staff to meet the specialized needs of the trainees and to provide direct reinforcement and encouragement as needed. When the trainees' accomplishments are reaffirmed, they will gain confidence and be able to work on their own, independently of the instructor or aide, and then as an active participant. In some cases, trainees may need individual counseling to discuss and to help resolve problems that are interfering with their full participation in the classroom.

Reluctance to Show Lack of Understanding

Some trainees are reluctant to show or are conditioned not to show that they do not understand the information being presented. The reluctance may be due to reticence or the trainee may believe, because of his/her cultural background, that it is rude to show a lack of understanding. The instructor needs to be able to identify and differentiate the causes of the trainee's behavior; that is, whether the reluctance is a personal trait or a result of cultural conditioning. The approaches for dealing with this problem focus on identifying the cause of the trainee's reluctance:

- Instructional aides or counselors take the initiative and talk to the trainees;
- One of the trainees' classmates may be asked to speak with the trainee;
- Instructors rely on nonverbal cues to determine level of understanding; work individually with the trainee; and
- Individual counseling is provided.

Instructional aides or counselors can be given the role of working individually with the trainee to determine the reason for the trainee's reluctance to speak out in class. The aides, who work closely with the trainees, may be able to identify the cause and discuss with them why it is important to ask questions when they do not understand the instruction. They should emphasize that the instructors do not feel it is rude for trainees to question, and that the trainees will be expected to ask questions of their co-workers and supervisors when they become employed.

A trainee who is friendly with the trainee having difficulty speaking up in class may be asked to talk with his/her friend to explain the importance of this activity in the vocational training program and in the U.S. workplace--that is, that the instructor and employer cannot help the trainee if they are not aware of the trainee's problems.

The instructors often rely on nonverbal behavior that a trainee demonstrates to determine a lack of understanding or questioning on the trainee's part. The instructor should re-explain the concept or change his/her method of presentation to see if the trainee is helped. Knowing the reluctance of the trainee to speak up, the instructor should ask questions of the trainees to determine if anyone has problems understanding the presentation. If the trainee does not participate, the instructor may want to work individually with the trainee to help him/her adapt to the training program, encouraging the trainee to express his/her concerns, opinions and questions.

When the above procedures do not work, a trainee may profit from individual counseling by the job developer/counselor. This topic is discussed in detail in Chapter II.

Lack of Concentration/Interest

Although instructors report that motivation is rarely a problem, there are occasions when trainees lose interest in learning a specific vocational task or task segment or the English associated with that task. Trainees sometimes lose interest in learning a task because they do not see the relationship of that task to other tasks. Some trainees have not understood the need to learn English for use on the job because they reside in a geographic area in which there is a high concentration of speakers of languages other than English or the occupational area of training does not involve much English speaking and listening ability.

The solutions that can be used to address these types of problems are:

- Instructors stress the importance of acquiring English in relationship to the need for English on the job;
- Instructors use different techniques or activities, develop and/or use game-like exercises to sustain the trainees' interest;
- Instructors explain the reasons for and importance of particular activities; and,
- The project staff meets to evaluate the trainees' performance in all aspects of the training program.

The vocational and job-related ESL instructors stress the importance of learning English in relationship to English use in the work environment, even in areas where there are many native speakers of the trainees' native language. The future supervisor or employer and co-workers of the trainee need to speak with the employee throughout the day, probably in English. The need for English on the job may be illustrated graphically by field trips to employers' work sites.

The instructors can use a wide variety of techniques, strategies, activities and materials to prevent the trainees from becoming bored and to help generate or maintain motivation. Graduates from the training program who were successful in finding employment in the occupational area in which they were trained can be appropriate role models for trainees who are lacking motivation. Instructional aides who were former trainees can also provide incentive to the trainees. At two of the bilingual vocational training projects visited for this study, two instructors--one ESL, one vocational--develop games, puzzles and other exercises based on the vocational terminology which can be assigned as homework. At a project in which training is provided in word processing, the trainees can interact with the computer to play instructional games that increase their typing speed and reinforce the job-related terminology. Some instructors or other staff members take the trainees on field trips to other projects,

GENERATING AND MAINTAINING MOTIVATION

Limited English proficient adults who apply for vocational training have the incentive of becoming employed which motivates them to participate fully in the training program in order to acquire or upgrade their job skills. Instructors in the bilingual vocational training projects visited reported that the trainees are, in general, self-motivated. Incorporated into the instructional approach is a variety of methods, types of presentation, and special projects or activities to help maintain and to generate motivation when necessary. The instructors and job developers/counselors reported using the following procedures to generate and maintain motivation.

Various Methods of Presentation

- Using different methods alternately
- Using numerous supplemental materials
- Providing many demonstrations
- Videotaping trainees, e.g., role playing a job interview

Special Activities and Projects

- Trainees role play instructors—trainees explain concepts and procedures
- Special activities for class, such as field trips, extracurricular functions
- Special projects for individuals
- Employer representatives visit project and explain job search techniques; trainees learn about corporate expectations
- Competitions among trainees when appropriate for the cultural group(s)
- Maintaining intellectual curiosity by challenging, stimulating trainees with complex projects, games, puzzles based on vocational concepts or vocabulary

Instructor's Manner or Style

- Breaking learning experience into short sequential segments
- Explaining importance of procedures to project or job as a whole
- Moving trainees on to different tasks or projects
- Relieving trainee tension by changing instructional pace, informality, appropriate uses of humor

Individual Reinforcement

- Stressing importance of obtaining a job and providing encouragement regarding job search
- Stressing importance of learning English to obtain and retain a job
- Positive reinforcement of trainees' accomplishments
- Providing helpful and appropriate comments on trainees' work
- Individual tutoring
- Establishing rapport
- Discussing cultural and ethnic traditions, values and customs as related to learning vocational and English skills

Role Models

- Instructor with similar background as trainees discusses experiences, achievements
- Stressing success of program graduates; inviting former trainees to speak to trainees

potential work sites, or community facilities. Also, employer representatives can be invited to the project to speak to the trainees about English and occupational skill requirements.

In some cases, trainees may not understand the value of rewriting a passage or re-solving a problem. Instructors may find it useful to explain to the trainees the reasons for and importance of particular activities--that all class projects and activities are linked to the goal of obtaining and retaining employment and also that the advanced or complex projects cannot be accomplished until the basic skills are reinforced and drilled.

To determine the extent of the problem as it relates to the trainees' overall performance in the training program, the project staff members may convene on a regularly scheduled basis to evaluate the trainees' progress in the job-related English and vocational classes and job development sessions (if applicable). They also may assess the trainee's motivation and attitude toward the training program. The staff discusses each trainee from all perspectives, to determine if the problem is apparent in all the classes, or in just one. The staff makes suggestions for resolving the problem. The meetings are also used to determine if a prior corrective action or counseling has been helpful and, if not, what additional measures should be taken.

Inappropriateness of Instructional Materials

There are a number of ways in which the instructional materials that are used in the vocational and/or job-related ESL classrooms can be inappropriate. These include:

- The textbooks or manuals are at a reading comprehension level that is inappropriate (too difficult or too simple) for the trainees or the books lack appropriate visual materials;
- The instructional content, including pictures and text, is culturally biased for the target groups being served;
- The instructional materials do not include text in the language in which the trainees are literate;
- The instructional materials are too lengthy for the trainees to read;
- The instructional materials are confusing; they are not well-organized; and,
- There is a paucity of relevant published instructional materials for job-related ESL in

many occupational areas and for some vocational skills as well.

To resolve these types of problems, various approaches can be used, without developing new materials:

- The instructors explain the content and review all written material with the class, using different methods of presentation;
- The instructors revise the materials as training progresses; and,
- The instructors adapt or develop supplementary materials, such as audiotapes, videotapes, slide presentations, blueprints, handouts, exercises, and games.

The suggested approaches listed above can be used concurrently to resolve the difficulties encountered with different instructional materials. One resolution may be emphasized more heavily than the others, depending on the occupation, target group's needs, individual trainees' needs, and the availability of staff time and facilities.

At some training programs, the trainees may not be literate in their native language(s) or in English. This problem may be a reflection of their limited educational background or that there has not been one standard written form of the native language until very recently, if at all. Because of the relatively short time period during which the training programs are conducted, it is not always feasible to teach reading skills. Trainees who are not able to read will need to have information presented in a different manner. This may include reviewing or summarizing the content of the manual or textbook while demonstrating or providing visuals, such as slides, films, diagrams and pictures, to reinforce the oral presentation. In some cases, a picture or concept that is shown or discussed in the text and is the basis of a lesson may not be familiar to the trainees because of their cultural background. It will be necessary for the instructor to explain the concept to the trainees before using it as the basis of the lesson. The trainees then can be given the opportunity to discuss their customs and beliefs so that the differences are shared and appreciated. Or, the instructor may choose not to use the particular section but to develop his/her own materials that are more meaningful to the trainees. The instructors may also focus on providing the trainees with a considerable amount of hands-on experience, which is often more relevant to the trainees than reading materials.

For those instructional materials that are usable but have some difficulties, it is possible for the instructors to revise or adapt the materials to be suitable for the trainees. The revisions may involve elaborating on a concept by developing step-by-step instructions, pictures and diagrams of parts of machines, tools and processes that are given to the trainees to use in conjunction with the manual or textbook while they are working individually. For materials which are too lengthy and would involve the trainees in an extensive amount of reading at home for which they may not have the time (because of part-time evening jobs and family responsibilities), the instructor can condense or summarize the material and provide the synopsis to the trainees to read. If the trainees are given a short reading assignment, they are more likely to be able to complete it than if they had been given a larger selection to read. In some instances, the training can be individualized to each trainee; a trainee may be able to spend more time on one area of concentration than another, with specific materials developed for each trainee. This is relevant for both trainees who have completed assigned work and also for those trainees who are having difficulties with their individual projects. The materials that are developed can be incorporated into one volume or manual.

The vocational and job-related ESL instructors may find it necessary to adapt or develop supplementary materials to ensure that the trainees receive the most relevant and appropriate materials. For some occupations, there is a very limited amount of published and/or bilingual materials for either the vocational class or the job-related ESL class. The vocational manuals may be confusing, not well-organized, or, geared to an individual who is already employed in the occupational area and not for a person learning the occupational skills. The existing materials can be used as possible resources or starting points for the instructors to elaborate on, provide more detail or develop additional exercises. It also is useful for the vocational and job-related ESL instructors to collaborate on this type of materials development to ensure that the ESL materials reinforce and supplement the vocational materials. The types of supplementary materials that have been developed by the project staffs of the bilingual vocational training projects visited include:

- Audiotapes of the vocational instructor's lectures in the trainees' native languages;

- Translations of vocational manuals or parts of the manuals into the trainees' native languages;

- Bilingual handouts, including vocabulary lists, explanations of operating procedures and safety techniques for machinery, sample problems and directions, socially appropriate phrases for asking questions and responding to co-workers and supervisors on the job;

- Instructional games to reinforce vocational and job-related ESL skills simultaneously;

- Self-explanatory exercises and game-like activities assigned for the trainees to complete at home or in class;

- Audiotapes of language use on the job and exercises developed from the language uses being taught; and,

- Videotapes of the trainees in mock job interviews; can be used as a learning tool in which trainees can see how they present themselves and what changes can be made.

All of these materials are specific to the trainees' needs, and, as such, are valuable learning tools. These materials also can be used to sustain the trainees' motivation and to assist trainees in overcoming instructional difficulties.

Problems Resulting from Trainee Anxieties

For various reasons, trainees may be apprehensive about failing in the job training program or in their future employment situations. They may be unduly worried about operating machinery or equipment which is unfamiliar to them, or they may set unrealistic goals for themselves which cannot be met. Some trainees may not be used to being in a school or work environment and may be worried about their ability to succeed in the training program. They may never have attended school or attended so long ago that the training environment is intimidating to them. Or, they may have had negative experiences in their past years of schooling and believe that the training program will be a similiar experience.

Alternatives for facilitating instruction and assisting the trainees to adapt to training include:

- The instructors and instructional aide(s) work individually with the trainees, providing encouragement, support and positive reinforcement of previously acquired skills;

- The instructors provide opportunities for the trainees to be successful; and,

- The instructors invite former trainees who have successfully conquered their fears to discuss the problem with the trainees.

It is important for the instructors to address the trainees' fears or anxieties directly. By working with the trainees on an individual basis, the instructor and/or aide can assist the trainee in overcoming his/her fear. The instructor or aide can encourage and support the trainee step-by-step, while the trainee gains confidence.

Emphasis should be placed on reinforcing the trainee's accomplishments. As the trainee progresses, (s)he is demonstrating that the fear can be overcome.

Trainees sometimes fear making mistakes and then being criticized or laughed at. This can happen in either the vocational class or in the ESL class, especially when the trainees are asked to speak in English. The instructors encourage the trainees to practice their speaking skills and to try not to be disappointed when they make mistakes. The instructors and aide(s) can discuss their past experiences when they were in similar learning situations. At one of the bilingual vocational training projects in which word processing is taught, the vocational instructor tells the trainees not to worry about making mistakes--that he could not teach nor could the trainees learn the skill if there were no mistakes to correct.

Instructors discuss with the trainees the need to set realistic goals and not to be too critical of their own work. For some occupations, such as those that include keyboarding skills, trainees reach a learning plateau from time to time. A plateau also may be reached in learning job-related English. It should be stressed to the trainees that this is a normal part of the learning process and that they need not be so critical of their work. This approach promotes a positive self-concept among the trainees.

To demonstrate to the trainees that the work is not beyond them, the instructors can provide opportunities for the trainees to be successful. The instructor calls on the trainee to respond to questions that the instructor knows the trainee can answer. The trainee gains confidence in expressing himself/herself and becomes increasingly adept at handling difficult questions. The trainee's fears and anxieties are gradually eased and combatted.

Trainees who do not have much experience in a school or work environment or who have not been in school for many years often are anxious about being able to complete the training program. It is important for the instructors to be aware of the particular fears or worries of each trainee to ensure that the most appropriate solution is used. The instructors will need to work at creating a classroom environment that is comfortable for the trainees. Some trainees have had negative experiences in school that need to be counteracted. This requires considerable patience on the part of the instructors. The trainees may have to be encouraged to continue attending training. The trainees may not be aware of the need to study on their own or may not have acquired study skills. The instructors, aide(s) and/or counselor can work individually with those trainees who need help in improving their study habits.

At some of the bilingual vocational training projects, former trainees remain in contact with the project staff. Persons who have successfully completed the training program and who are employed in the occupational area in which they received training should be used as role models. They should be encouraged to visit the project and talk to the trainees about the problems and fears they overcame. This could provide incentive to some of the trainees to work at completing the training program and conquering their anxieties.

Inappropriate Behavior

A problem that may surface in the vocational or job-related ESL classroom is inappropriate behavior on the part of some of the trainees. Those persons who have not been in a work or school environment for a number of years may not be aware of what appropriate classroom/work site behavior is. Trainees may talk out of turn, make disparaging remarks about other trainees' work, or help each other while taking a test. Trainees who are substance abusers or have mental health problems may instigate behavior problems among the other trainees in the classroom or workshop. Interactions between different ethnic or cultural groups can occur and can result in behavior problems, such as fights in the classroom. For those trainees receiving on-the-job training, problems may arise due to a lack of knowledge of or difficulties in adjusting to the work environment, including working at a fast pace, not being accustomed to the regimen of working hours, not asking questions, and not taking breaks during the work day. Some trainees may not have the self-discipline needed to study on their own at home.

Possible resolutions for behavior problems include:

- The instructors and instructional aides discuss appropriate behavior in class and on the job and review the project's or employer's rules and regulations;
- Individual counseling is provided by the job developer/counselor; referral to appropriate agency;
- Trainees working as a group encourage and are supportive of each other;
- The instructor explains the various methods for solving problems or completing projects; cultural differences also are discussed; and,
- For trainees receiving on-the-job training, project staff supplies work site supervisors with a training guide; instructors and translators intervene, when necessary, at the work site.

During the orientation to the training project, the rules and regulations are explained to the trainees. Included in this discussion are an explanation of the expected behavior of the trainees during class, at the project, or at the work site and the reasons for the rules. Behavior problems may still arise, however, which will need to be addressed at a later point in the training program. When instructors or aides identify a behavior problem they can immediately review the project's (or employer's) rules to prevent the problem from influencing the other trainees. The procedure for dealing with individual cases--warnings, probation, termination--can be reiterated at this point. The relationship of appropriate behavior to obtaining and retaining employment should also be stressed to the trainees. Trainees should understand that there are differences in how particular behaviors are viewed in different cultures. For example, working together and helping each other during a test can be viewed as cooperation in one culture and as cheating in another culture. It is important for the trainees to realize what behavior is expected of them in the bilingual vocational training project.

It is beneficial in some individual cases to provide counseling to a trainee to determine the reason for the inappropriate behavior. Persons with mental health or substance abuse problems may need to be referred to an organization or agency which provides these services on a regular basis. It is not the role of the bilingual vocational training project to provide extensive personal counseling or treatment services.

For the most part, the trainees in the bilingual vocational training projects provide support and encouragement to each other. The instructors strive to create a working group--a cooperative atmosphere--that is valued by the trainees. There are occasions, however, when trainees may overly criticize and make disparaging remarks to other trainees. The friction may be a result of ethnic or nationalistic pride when different cultures or social classes are represented in one class. The instructors and aide(s) may need to stress the inappropriateness of this type of behavior. The trainees can share their different experiences, terminology and customs; some traditions from each culture may be observed in class. Different methods and procedures for drawing conclusions, problem-solving, etc., can be explained by the instructors, as well as the rationale for selecting a particular method to teach. For example, one instructor uses the method of solving long division problems taught in the U.S. because the licensing test requires that the computations be shown.

Trainees who receive on-the-job training or work experience may have difficulty understanding or adapting to the work environment. Some trainees may have never worked outside the home or family setting. It is important for the supervisors and employers to be aware of the difficulties and adjustments the trainee is making. The project staff can provide an orientation to the supervisors and co-workers of the trainee before the on-the-job training begins, describing the trainee's cultural and work backgrounds. The supervisors and co-workers should be encouraged to ask questions about their roles and what types of problems they envision, if any. These questions can be addressed at this point to help prevent problems from

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occurring. The project staff can develop and provide the employer with a "training guide" that outlines the supervisor's role, development of the training plan, implementation of the training, guidelines and suggestions for training/teaching the trainees, and specific actions to take should a problem arise. The project staff can be available to be on site to intervene when necessary. At the same time, the project staff can discuss problems or potential problems with the trainees at their job or in class. Appropriate behavior may need to be reinforced throughout the training cycle; sometimes, a trainee may not be aware of a problem that (s)he is causing among his/her co-workers that the supervisor has called to the attention of the instructor. The frequent presence of the instructor at the work site can aid in the early identification and resolution of behavior problems.

A related problem that may surface at a bilingual vocational training project is the trainee's lack of self-discipline or unawareness of the need to study at home. The project staff can help trainees on an individual basis, explaining the need to study at home and how to accomplish this.

Other Instructional Problems

There are numerous problems that can occur unexpectedly and perhaps infrequently but that need attention when they do occur. The specific problems may change according to the target group and/or any changes in project staff or training curriculum. Examples of the problems encountered and procedures used to resolve them are discussed in this section.

- Trainees can understand their vocational and ESL instructors' English but not the English of other speakers. Trainees who are being trained on the job cannot always communicate with their supervisor(s) or co-workers. Their co-workers may feel that the trainees are being unsociable when it is really a problem of lack of English speaking and listening ability.

  Resolutions: Project staff can go to the work site to help alleviate the situation by explaining to the supervisor(s) and co-workers that the trainee does not know enough English to feel comfortable communicating in English and that the trainee may not realize that (s)he is expected to converse with his/her supervisors and co-workers. During class time, the instructors and aides can provide time for the trainees to role play the work setting, using language that is socially appropriate with their co-workers and supervisors.

The instructors can invite guest speakers from the community to the training program to talk to the trainees about available services from their agencies. This serves the following purposes: it gives the trainees an opportunity to hear other English speakers, to become informed about their community, and to be prepared to work with English speakers when they become employed.

- The vocational and/or job-related ESL instructors use the trainees' native language(s) more than is necessary. Trainees then have difficulty learning enough English to be prepared for future employment. The trainees then may depend on the instructor(s) to speak their native language and lose their incentive for learning English.

  Resolution: The instructor must be alert in observing when the trainees can understand enough English so that (s)he can gradually switch to using English as the medium of instruction. The instructor may wish to use the native language only in those circumstances in which it is absolutely necessary. They also can rely on the aide(s) or trainees who are capable of translating.

- Trainees may have a misperception about what the training program entails and what the outcomes will be. Although this topic is usually addressed during the orientation to the training program, problems may arise throughout the training cycle.

  Resolution: The project staff convinces the trainees that there are alternatives that are as good or better than the trainees' first choice. They can advise the trainees to complete the training program and to look for job opportunities that have advancement potential in their area of interest.

- Trainees exhibit a lack of understanding of the occupational area. Trainees are not always aware of how the job for which they are being trained is integrated into the occupational area.

  Resolution: The instructors and/or job developers/counselors discuss the potential advancement opportunities in the occupational

INSTRUCTIONAL AIDES

Bilingual instructional aides can be used to serve a large number of purposes in the training program. It should be noted, however, that not every instructional aide is qualified to nor should they provide all of the functions listed. The instructors need to determine the aide's capabilities. The functions can be categorized as: administrative duties, counseling, evaluation, orientation, materials development, supplementary instruction, and troubleshooting. Examples of the types of assistance that the aides can provide include:

Administrative Duties

- Keeping attendance records for each trainee
- Maintaining progress charts for each trainee
- Gathering and setting up vocational materials, tools
- Administering make-up tests

Evaluation

- Attending regular staff meetings to help in identifying/resolving problems of trainees
- Evaluating trainees' progress in class work, lab work

Adaptation of Materials

- Developing bilingual handouts, vocabulary lists
- Translating key sections of vocational texts and manuals
- Translating instructor's lecture and putting it on audiotape
- Assisting in revising instructional materials
- Identifying cultural bias in materials

Troubleshooting

- Intervening at work site to solve problems, translate, explain assigned tasks to trainee
- Bringing trainee assignments when trainee is absent; reviewing and explaining new work

Counseling

- Peer counseling
- Taking the initiative in talking with the trainee to identify problems; establishing rapport
- Discussing and helping to resolve trainees' problems

Orientation

- Discussing project rules and regulations
- Relating personal experiences (if aide was a former trainee); providing incentive to trainee

Supplementary Instruction

- Reinforcing instructor's presentation by re-explaining, demonstrating, translating
- Participating in role playing
- Small group instruction
- Individual specialized instruction—encouraging, reinforcing trainees' accomplishments
- Providing hands-on experience
- Teaching work habits, study skills
- Conducting regularly scheduled review sessions; tutoring

The instructional aides permit more individualized and small group instruction than can be provided with the instructor alone. They may be better able to establish rapport with the trainees than the instructor because they are often former trainees and understand the problems a trainee faces. If the aide has time and there is no conflict with his/her instructional duties, the aide may be able to provide valuable assistance to the job developer/counselor. The aide can set up appointments for trainees with agencies providing supportive services, accompany them to the agency, complete the paperwork the agency requires, and follow up to see that the service was provided.

area. They can describe the position of the training occupation on the career ladder and explain the complexity of high-level positions on the ladder which involve extensive training, education and/or work experience. Guest speakers from employers' organizations can be invited to the training site to explain the interrelationships of the employment positions. Instructional staff may be able to coordinate tours of the workplace with employers to show the trainees the step-by-step progression of the jobs.

- Trainees exhibit a lack of understanding of their employers' organization. Trainees who are currently employed and who are upgrading their skills in the bilingual vocational training project do not always understand the operation of the institution for which they work or how their job or department fits into the organization as a whole.

  Resolution: The instructional staff provides instruction in these topics, using diagrams and charts, job descriptions, etc. The staff works with the trainees' supervisors to coordinate a tour of the workplace and to invite guest speakers from the employer's organization to the training site.

V. ANALYSIS AND RECOMMENDATIONS

INTRODUCTION

The philosophy and design of bilingual vocational training combine salient features of adult, vocational, second language, and bilingual education. The programs offer training in immediately useful skills of paramount importance to the trainees; they offer trainees the opportunity to learn in their own ways and at their own pace; they offer instruction that is tailored to the language and cultural backgrounds and needs of the trainees; and they promote development of a positive self-concept by instilling confidence through successful learning experiences.

In practice, attainment of the goals and adherence to the precepts of bilingual vocational training are not simple matters. Planning and operating an effective bilingual vocational training project are enormously challenging, but as practitioners will attest, the psychic rewards are equal to the challenge.

As set forth in previous chapters, the findings of this study show that numerous obstacles often exist to full participation of trainees in bilingual vocational training. The findings also show that obstacles can be (and are) identified and prevented or resolved. The staffs of bilingual vocational training projects routinely resolve problems and help trainees overcome obstacles which might be ignored in the other types of programs. Despite past successes, however, it is important that staffs of bilingual vocational training projects continue to cope with obstacles to participation and the problems which result from such obstacles. To avoid confronting such obstacles is tantamount to not serving the target group of bilingual vocational training.

This chapter contains analyses of selected issues related to program policy and operation which have implications for facilitating participation and resolving obstacles to full participation of trainees.

BASIC PROGRAM PHILOSOPHY AND POLICY

Planners and operators of federally funded bilingual vocational training projects must always keep in mind that the primary goal of the program is to prepare trainees for employment at the end of the training cycle. Trainees are to be provided with the job skills, both vocational and English language skills, that will enable them to become employed in work environments in which English is used.

An overall approach to bilingual vocational training is to view all aspects of a program as subsidiary and supportive of the vocational training component and the job development/placement component. As noted in earlier discussions, even the job-related ESL component, important as it is, is only for the purpose of supporting the vocational training component and, to the extent necessary, the job counseling efforts of the placement component. It should always be remembered that employers as well as trainees are program clients.

With these precepts in mind, designing a program to attain its objectives involves meeting the needs of both trainees and employers. Because employers are interested in the occupational and related English and interpersonal skills of the trainees, emphasis should be placed on these elements in the program. Staff members should be empathetic, supportive and helpful to trainees in all respects, but the staff also should communicate, by word and action, that everything they do is to help the trainee complete the program and become employable. Trainees also should understand the potential benefits to them of a satisfying job or career and a steady income flow to help them solve their own problems.

Considerable emphasis is placed in most projects on the importance of participation in and completion of the training. Yet, some actions of the staff do not create an atmosphere conducive to achieving these objectives. Because of the pressure to achieve high job placement rates, trainees in bilingual vocational training projects sometimes are referred to jobs before they have completed their training and in some cases before they have achieved their performance objectives or targeted competencies. These practices may create the impression among trainees that completion of the program is not of great significance either to the program or to their own future success.

Programs can be changed from closed-exit to an open-exit design if there is considerable variation in rates of progress among trainees. Under this system, it is legitimate to classify a trainee as a completer when (s)he attains the specified training objectives, and it is not always necessary for the trainee to spend a designated length of time in the program. To be a completer, however, a trainee would have to meet all objectives for both the vocational training component and the job-related ESL component. If an open-exit design is adopted, the criteria for completion of the program should be understood clearly by all trainees and staff.

Job developers sometimes have available job openings at times when no trainees are job ready. To avoid the temptations of premature job referrals and placements, the dates of training cycles can be staggered, as they have been in a few projects, to produce training graduates at more than one point during the program year.

The pressure to achieve high job placement rates in bilingual vocational training projects has resulted in rather detailed records of trainee completion, job referral and job placement data. However, there is much variation and inconsistency in the information regarding training completers, and dropouts and job placements. A method for a data system which removes those inconsistencies is presented in Appendix D. The suggested method also would distinguish voluntary and involuntary dropouts.

POLICY AND PROCEDURES FOR SCREENING AND SELECTING TRAINEES

Throughout the history of bilingual vocational training, most projects have enrolled "hard-to-serve" target groups. Trainees often have had very low English-speaking ability, very limited work experience, and/or limited knowledge of labor markets, customs of the workplace, and other aspects of culture in the U.S. Many of these persons have been excluded from or have failed in other training programs because of English language difficulties or cultural incompatibilities; bilingual vocational training is designed to serve such persons. Trainees in bilingual vocational training projects obviously face potential obstacles to full participation. As the experience of the projects has shown, however, obstacles to participation usually can be resolved.

In order to ensure that program goals are met, it is important that bilingual vocational training projects enroll persons from the target groups appropriate to the program. Obstacles should not be avoided by choosing to enroll persons who are not eligible or who do not need vocational training which is offered bilingually.

Not all applicants for bilingual vocational training are eligible or appropriate for the program. Criteria for entry into the program may be viewed as falling into these categories:

1. prerequisite criteria; program eligibility as established by the legislation; that is, limited English speaking, non-English native language, 16 years of age or older, out of school, and unemployed or underemployed;

2. priorities among the prerequisites; for example, very low English-speaking ability, long-term unemployed, etc.

3. specific criteria for interest, aptitude, entering vocational skill level, etc.; and,

4. desirable characteristics; that is, motivation, commitment, etc.

The information required to assess the prerequisite criteria is straightforward while for the other categories it is somewhat more complex.

Priorities should be established for selection based on the prerequisite criteria. Because of the design of bilingual vocational training, it is most effective for persons with low English-speaking ability, and the emphasis should be on enrolling those persons with the lowest level of beginning English-speaking ability that will allow them to learn the specific job skills that are taught. These persons also are likely to improve their English-speaking ability during the training more than persons with higher English proficiency levels at entry. A "worst first" principle also may be applied to selecting persons based on their employment status. Trainees with the highest rates of unemployment throughout the year prior to program entry achieved the greatest improvement in employment rates after leaving the program and those with the lowest pre-program wage levels achieved the greatest improvements in job earnings (Berry and Feldman, 1980).

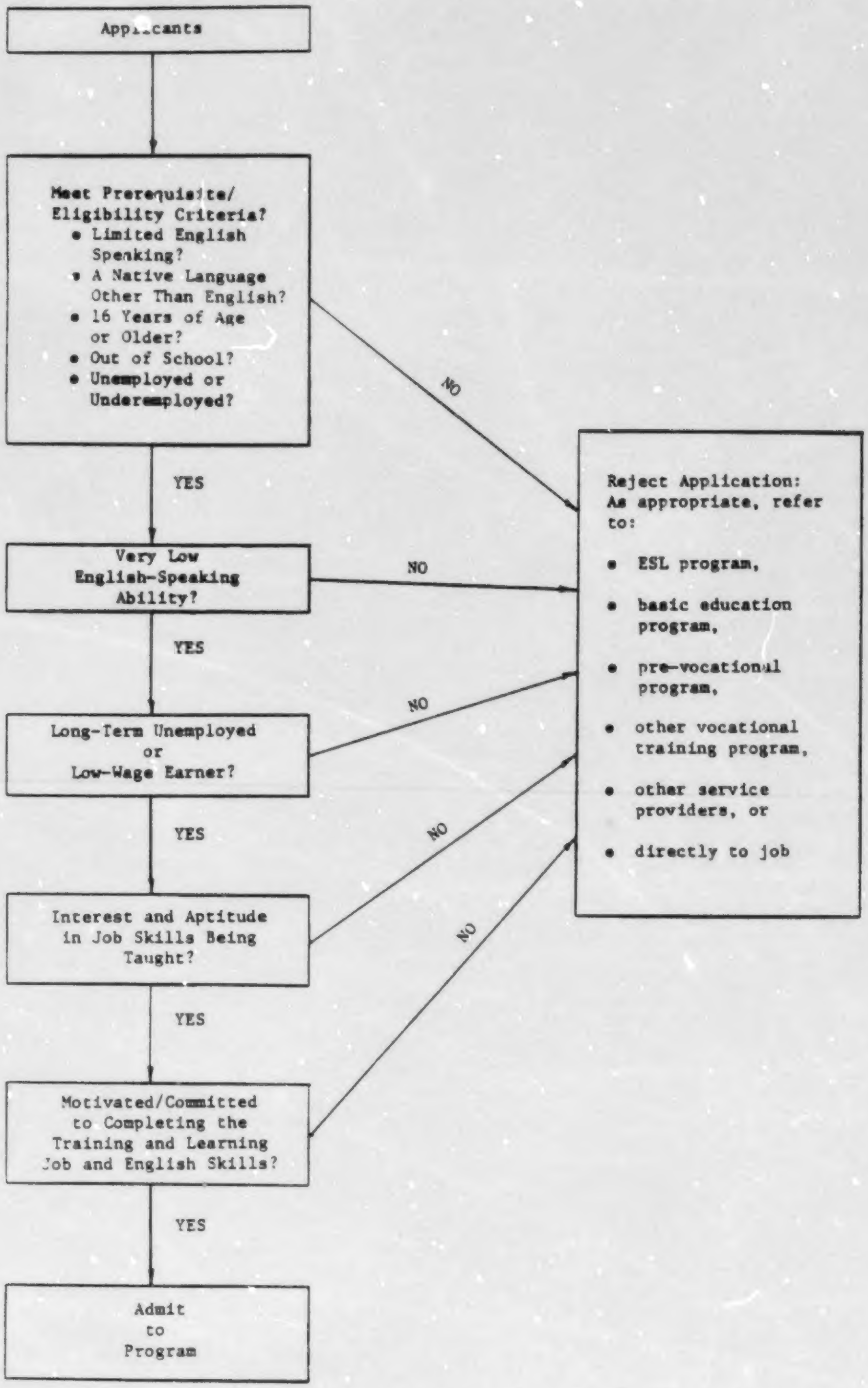
Applicants who meet the above criteria then can be judged in terms of their interest and/or aptitude in the specific vocational training areas. Motivation and commitment to the program, although extremely important, should be considered last. If applicants are screened first for motivation, the risk is increased of "creaming"; that is, selecting persons who are likely to succeed without regard to whether they need the training.

The "early" screening criteria are designed to identify those persons who need the training most; the subsequent criteria related to interest/aptitude, motivation and commitment are designed to select from among those persons who most need the training those who are most likely to benefit from participation in the program. This approach to screening and selection will ensure that the proper target groups are served and that the program will have a high probability of serving those target groups effectively. Exhibit 6 on the following page portrays the recommended screening process.

POLICY AND PROCEDURES FOR SELECTING STAFF

Identification, prevention and resolution of obstacles to trainee participation are enhanced by staff members who are capable and committed to the training program and the trainees which it serves. Conversely, staff members who are not capable or committed to the project may create obstacles for the trainees. Therefore, the staffing pattern of a bilingual vocational training project and the selection of staff are crucial factors in ensuring the full participation of trainees in a project. In general, the staff of a bilingual vocational training project should provide a receptive and supportive atmosphere for the trainees. Collectively, the staff must be capable of providing instruction to the trainees in the vocational

EXHIBIT 6
CRITERIA FOR SCREENING APPLICANTS
FOR BILINGUAL VOCATIONAL TRAINING


Applicants
Meet Prerequisite/ Eligibility Criteria?
• Limited English Speaking?
• A Native Language Other Than English?
• 16 Years of Age or Older?
• Out of School?
• Unemployed or Underemployed?
YES
NO
Very Low English-Speaking Ability?
YES
NO
Long-Term Unemployed or Low-Wage Earner?
YES
NO
Interest and Aptitude in Job Skills Being Taught?
YES
NO
Motivated/Committed to Completing the Training and Learning Job and English Skills?
YES
NO
Admit to Program
Reject Application: As appropriate, refer to:
• ESL program,
• basic education program,
• pre-vocational program,
• other vocational training program,
• other service providers, or
• directly to job

and job-related English skills, as well as employability instruction and counseling. Staff members also should be present who are able to relate to trainees on a one-to-one basis and to discuss the trainees' problems related directly or indirectly to participation in the training program.

Selection criteria for applicants for staff positions can help ensure that the staff members hired are appropriate for the program. For all staff members, the foremost qualification is expertise in and knowledge of the appropriate skills; for example, a vocational instructor should be thoroughly knowledgeable of and experienced in the occupational skills to be taught. From among those applicants with the prerequisite knowledge and skills, staff members can be selected so as to minimize the potential for staff-induced obstacles to trainee participation and to increase the staff's capabilities to identify and resolve obstacles.

For vocational instructors, the next most important qualifications are skill in the trainees' native language and the ability to communicate knowledge to the limited English-speaking trainee. If vocational instructors cannot be found who are skilled in the trainees' native language (that is, who are bilingual), it is essential that a bilingual instructional aide be present. The requirement for ability to communicate with limited English-speaking trainees, in English or the trainees' native language(s), also is essential. Vocational instructors should have knowledge of the trainees' native cultures; if this knowledge does not exist, appropriate cultural orientation and training should be provided to the instructors. Finally, vocational instructors should have empathy with the trainee target group and be committed to the task of working in a bilingual vocational training setting.

The experience in many projects has been that, among candidates qualified on the basis of knowledge of the occupational skill, the other qualifying attributes are found often in instructors who are of the same ethnic and cultural background as the trainees. There are exceptions to this generalization, however, particularly in the case of instructors who are of different backgrounds from the trainees but who have had experience in teaching and/or working with persons from the trainees' native cultures.

The priority of qualifications for job-related ESL instructors is slightly different from those for vocational instructors. In addition to knowledge of ESL, candidates should have the ability to communicate knowledge to the limited English-speaking trainees. They also should have knowledge of the trainees' native cultures. Next, they should have knowledge of the trainees' native languages in order to understand the process and problems of the trainees as they make the transition from the native language to English. As with all staff members, job-related ESL instructors should have empathy with the trainees and a commitment to teaching in a bilingual vocational program. Finally, ESL instructors may be chosen who are skilled in the trainees' native language; however, it is not necessary that they be bilingual.

In selecting persons responsible for counseling in bilingual vocational training projects, the most important qualifications are counseling skills and, in the case of combined job developer/counselor positions, the ability to work with employers to place the trainees in jobs. For counselors, the next most important qualifications are skill in the trainees' native language, knowledge of the trainees' native culture, empathy and commitment.

Projects which serve several native language target groups have more problems in appropriate staffing than do projects serving only one or two language groups. Generally, projects serving multiple language groups have made liberal use of translators/interpreters and bilingual or multilingual instructional aides, along with representation of as many of the language groups as possible among the other staff. Unfortunately, qualified vocational instructors with the appropriate native language backgrounds have not been hired in some of these projects. In these cases, additional resources must be allocated to translation of materials and instruction. The nature of the situation also shifts some of the responsibility for instruction and counseling-related functions to aides or interpreters. Under these circumstances, it is extremely important that the aides/translators/interpreters be selected carefully and provided with inservice training. It is important also that the functions and roles of the aides/translators/interpreters vis-a-vis other staff be defined carefully and understood by all project staff.

Project staff serving multiple language groups may have more difficulties in identifying and resolving obstacles than do staffs in other projects. In terms of the assessment criteria for this study, careful planning and constant attention are necessary to ensure that problems of trainees are (or can be) recognized, that trainees have the opportunity to express their needs and problems, and that these processes are equitable.

ISSUES RELATED TO TRAINEE FINANCIAL OBSTACLES

No issue explored during this study drew more varied responses from project staffs than the question of whether and what amount of training allowances or stipends should be provided to the trainees. Most of the staff members appeared to balance financial, humanitarian and motivational considerations. Although some staff would prefer to offer no training allowances while others would prefer the maximum amount possible, the prevailing view is that stipends should be set at a level to cover the out-of-pocket costs of attending training. A frequently voiced concern was that training allowances above a minimal level would attract some applicants to the program who would be more interested in the income than the training.

It is suggested here that economic and psychological factors should be the paramount considerations in analyzing the issue of training allowances. Each of these factors is discussed below.

Economic Factors

Trainees make sacrifices to attend training programs. Specifically, they may sacrifice current income. Certainly the prospect exists for increased future income because of the training, and in the long run the trainee may be compensated. However, persons who are living on the margin of subsistence and are offered training for an entry-level job without a training allowance may not be able to recoup for a number of years the income that is foregone to attend training. Stipends in training programs were designed originally to compensate trainees partially for foregone income, as well as for training-related expenses.

To assume that a trainee foregoes income to receive training assumes, of course, that there are alternative sources of earning income. When demand for labor is low (unemployment high), there are fewer alternatives than when there is full employment. However, even when unemployment is high, a considerable number of job openings is available, particularly in menial jobs requiring few skills and having high turnover. Many persons accept such jobs because even if the employment is neither steady nor satisfying, the income provides a livelihood. These persons, who are intermittently unemployed or underemployed, may be eligible for bilingual vocational training but unwilling to attend if they would have to give up their income.

Differences exist among trainees who desire to receive stipends. While in any group there are some persons who would attend training primarily for the income, the need for income does not necessarily indicate lack of motivation. Many people in the work force understand intuitively the present value of money (that is, that a dollar earned today is worth more than a dollar earned in the future) and they may not seek uncompensated training for that reason.

In programs which do not provide full training allowances, the staffs often devote considerable effort to helping trainees supplement their income while in training; for example, by helping them find part-time jobs, or by determining the trainees' eligibility and helping them apply for unemployment compensation, public assistance or educational grants. It is difficult to support the argument that training allowances would affect motivation adversely while other forms of direct financial assistance would not. It appears that a major valid reason for not providing stipends is that budgets are restrictive.

From a national standpoint, the provision of stipends may be as efficient as providing no stipends or small stipends and then supplementing trainees' income from a patchwork of other government programs and funds. In order to ensure that eligible potential trainees are provided the incentive to receive bilingual vocational training, it is recommended that stipends be retained in federal funding as an allowable expenditure for projects.

At the project level, it is recommended that consideration be given to providing full training allowances in order to ensure that all segments of the target group are represented adequately in the project. On occasion, an objective of a project might be to serve larger numbers of persons in the community with the same budget. In that case, it would be necessary to reduce the amount of the stipend received by each individual.

If a project sets the stipend at a minimal level or zero, consideration should be given to:

- compressing the training cycle, by providing classes on additional days and/or hours so that trainees' income flow is interrupted as little as possible; or,
- stretching the training cycle over a relatively long period so that trainees can work at part-time jobs, and devoting the effort, as is now done in some projects, to helping them find those jobs.

Psychological Factors

Meeting the income needs of trainees who are poor has a psychological as well as an economic basis. In order to enhance the probability that trainees will participate and benefit fully from the program, they should have a minimum degree of economic and emotional security.

According to Maslow's hierarchy of needs, it is necessary for a person to have his/her basic subsistence needs met before it is possible to develop fully a positive self-concept, respect from others and self-actualization (Maslow, 1954). The lack of fulfillment of trainees' basic needs is frequently manifested in bilingual vocational projects by trainees' needs for funds for housing, utilities, child care, and other basic expenses. Apprehension about finances and subsistence matters can pre-occupy a trainee and cause inattentiveness and lack of concentration in training.

If it is not possible to provide adequate stipends in a project, it may be necessary to provide financial counseling to trainees (as is done in some projects) through guest speakers, volunteers or representatives of other agencies. Financial counseling can be helpful in alleviating financial worries through budgeting and improved management of one's funds.

ISSUES RELATED TO CULTURAL AND INSTRUCTIONAL OBSTACLES

A major finding of this study is that few obstacles or problem areas related to trainee participation are culture-specific. Two related findings of significance are that (1) many similarities appear to exist across the cultures represented by the trainees, and (2) individual differences are often greater than group differences.

The issue of cultural adaptation of trainees in bilingual vocational training programs is somewhat different than in some other programs. A subsidiary objective of bilingual vocational training is to provide orientation to the culture of the U.S. workplace as required for trainees to be able to attend the program and to obtain and retain jobs in an English-speaking environment. Not included within the purview of bilingual vocational training are instruction related to the trainees' native cultures and general orientation to culture in the U.S. Trainees may be referred to other programs for these types of instruction.

In bilingual vocational training programs, it is imperative that the staff be knowledgeable of the cultural and educational backgrounds of the trainees and the possible effects of those backgrounds on (1) the trainees' learning styles, and (2) development of appropriate vocational and job-related ESL curricula and instructional strategies. The curricula and instructional styles should take into account what trainees know already and their traditional and preferred methods of learning. Knowledge of trainees' cultural backgrounds and work histories also is important for curriculum development for employability instruction and for developing job counseling approaches.

Effective instruction in bilingual vocational training programs involves, in addition to consideration of the cultural factors discussed above:

- determination of the individual learning styles of trainees;

- development of curricula and instructional strategies and styles appropriate for the learning styles and cultural backgrounds of the trainees;

- selection and/or adaptation of existing instructional materials or development of new ones appropriate for the training objectives and the oral language proficiency levels of trainees, both in their native languages and in English; and,

- integration of the job-related ESL curriculum with the vocational curriculum and coordination of the lesson planning and instruction in these components.

Additionally, vocational instruction should incorporate a mix of the trainees' native languages and English. In general, the non-English language should be used until the trainee is capable of understanding terms and grammatical structures in English. As training progresses, use of the native language may be decreased, except to explain difficult concepts. In order to prepare the trainee adequately for an English-speaking work environment, many vocational instructors switch exclusively to job-specific English terms and structures as soon as the trainees' understanding of English allows. (For further discussion of bilingual vocational instruction issues, see Troike, et al., 1981, and Bradley and Friedenberg, 1982.)

Instruction also should incorporate factors important in adult learning as well as with persons of limited English-speaking ability:

- working at individual rates or pace;
- considerable individualized instruction;
- opportunity to experience tangible achievements and to receive positive reinforcement;
- emphasis on "hands-on" instruction and practicum; and,
- relating the instruction to the non-training experiences of the trainees.

As discussed earlier in this report, the criteria for assessment include flexibility and adaptability on the part of instructors to accommodate the backgrounds and learning styles of the trainees. In general, such adaptability and flexibility are evident. Many instructors emphasized that flexibility and patience are important factors in effective instruction. These factors were evident in their instructional approaches and practices and, often, in their whole relationship with the trainees.

If necessary, project staff in bilingual vocational training projects should be provided inservice training or orientation regarding the appropriate cultures. There are also a number of other persons at some projects who are in frequent contact with the trainees who could benefit from and be included in the same types of training or orientation. These persons could include staff of the project's sponsoring organization, staff of other organizations to whom trainees are referred for services, volunteers, and employer representatives (preferably supervisors) who are involved with on-the-job practice or training activities of the program.

APPENDIX A

METHODOLOGY AND PROCEDURES

APPENDIX A

The basic methodology for this study was to conduct a series of case studies of nine bilingual vocational training projects. The case studies included information gathered through in-depth interviews with project staffs, observation of project operations, and, as appropriate, review of project documents and materials.

SELECTION OF PROJECTS

The specifications for this study called for the selection of 9 of the 12 projects which were funded in 1982-1983 under the bilingual vocational training program. The principal criterion for selection was that the sample should include the broadest possible representation of language and ethnic groups among the trainees served. Also considered was representation of various geographic regions of the country and various size cities, as well as urban and rural areas. Six of the 12 projects were located in New York City; three of these projects were eliminated because of the duplication of both location and language/ethnic groups. Brief descriptions of the selected projects are shown in Appendix B. The nine projects selected included trainees with the following native languages:

- Cambodian
- Cherokee
- Chinese (Mandarin and Cantonese)
- Czech
- Ethiopian
- German
- Hmong
- Korean
- Lao
- Micmac
- Polish
- Portuguese
- Russian
- Spanish
- Tagalog
- Thai
- Vietnamese

Trainees enrolled in the projects at the time of the field visits were born in the following places:

- Brazil
- Cambodia
- Canada
- Chile
- Colombia
- Costa Rica
- Cuba
- Czechoslovakia
- Dominican Republic
- Ecuador
- El Salvador
- Ethiopia
- Germany
- Guatemala

Hong Kong
Laos
Mexico
Nicaragua
People's Republic of China
Peru
Philippines
Poland
Puerto Rico
Republic of China
Republic of Korea
United States (mainland)
Union of Soviet Socialist Republics
Vietnam

DATA COLLECTION INSTRUMENTS AND PROCEDURES

The visits included interviews with project staff and limited observations of classroom/laboratory/work site activities. Interviews were conducted with virtually all project staff, including executive directors, project directors, project coordinators, administrative assistants, vocational instructors, job-related English instructors, instructional aides, job developers/counselors, translators/interpreters, and persons in closely related testing centers and educational and counseling programs. Not all of these positions are present in all projects. Interviews were conducted with a total of 70 persons, including 26 project directors, coordinators and job developers/counselors; 19 vocational instructors; 11 job-related English instructors; 7 instructional aides; and 7 persons in various other positions.

Interviews were conducted with the aid of interview guides for the following types of respondents: project director, vocational instructor, job-related English instructors, and counselors. Persons who did not fit into any of these categories were asked appropriate questions from any of the interview guides, depending on their functions in the project. For example, instructional aides generally were asked some of the same questions asked of instructors and counselors, while the project director interview guide often was used for project coordinators. Generally, the interviewers pursued relevant questions and issues with appropriate staff members according to the functions they performed in the projects, without regard to their titles.

The field visits were made during October, November and December, 1982. A descriptive site visit report was prepared for each project visited. Analyses of the project activities were not included in the site visit reports.

APPENDIX B

DESCRIPTIONS OF BILINGUAL VOCATIONAL TRAINING PROJECTS VISITED

BOARD OF EDUCATION
STAMFORD, CONNECTICUT

SPONSOR: Board of Education, Stamford, Connecticut

ADDRESS: Stamford Public Schools
Box 9310
Stamford, CT 06904

CONTACT: Michael Tozzoli, Project Director
Maria Romero, Program Coordinator

TELEPHONE: (203) 358-4706

TRAINEE TARGET GROUPS: Spanish-speakers, primarily from Puerto Rico, Colombia, Ecuador, the Dominican Republic, and other Hispanic countries. Persons recruited are limited English speaking and are unemployed.

TRAINING CHARACTERISTICS: Four vocational classes for 15 persons each are funded under the bilingual vocational training program: 2 machine shop classes and 2 clerical classes. All trainees receive instruction in job interviewing and job search techniques and employability counseling. The trainees in the clerical class also receive job-related or vocational English-as-a-second language (VESL) instruction. Two cycles of vocational classes are conducted each year, 20 weeks each. Classes are scheduled 5 days a week, 4 hours per day. VESL instruction is an additional 10 hours per week.

Trainees receive stipends to help pay the costs incurred while in the training program. Women receiving Aid to Families with Dependent Children (AFDC) benefits receive a stipend of $30 per week. Trainees who have no other income receive a stipend of $3.37 per hour of training--$67.40 per week. Trainees receiving unemployment compensation do not receive any stipend. All books, materials and safety gear are provided at no cost to the trainees while in training.

BOSTON INDIAN COUNCIL

SPONSOR: Boston Indian Council, Employment and Training Department

ADDRESS: 105 South Huntington Avenue
Jamaica Plain, Boston, Massachusetts 02130

CONTACT: Michael Edmonds, Project Director
Sally Waldron, Training Supervisor, Employment and Training Department

TELEPHONE: (617) 232-0343

TRAINEE TARGET GROUPS: Native Americans, primarily Micmacs, from the Boston area, Maine, and parts of Canada. Persons recruited have varying levels of education and lack marketable job skills.

TRAINING CHARACTERISTICS: Three cycles of vocational classes of 14 to 19 persons each are funded under the bilingual vocational training program. Instruction for each class is offered in electronics theory, hands-on assembly skills, English and math, and job counseling. Several workshops are offered by a variety of staff members; topics vary according to the needs of the trainees. The classes extend for 26 weeks; trainees receive instruction 7 hours a day, 5 days a week. Trainees who acquire the target skills can be placed on a job before completing the training cycle.

Trainees are paid a stipend of $117.25 per week to help pay for expenses that will be incurred while they are attending the training program, including transportation and child care. The Boston Indian Council also maintains an emergency fund that can provide a minimal amount of financial support which allows trainees to continue attending the program.

CHEROKEE BILINGUAL/CROSS-CULTURAL EDUCATION CENTER, INC.
BILINGUAL BASIC VOCATIONAL TRAINING PROGRAM

SPONSOR: Cherokee Bilingual/Cross-Cultural
Education Center, Inc.

ADDRESS: P.O. Box 769
Tahlequah, OK 74464

CONTACT: Ms. Agnes Cowen, Chairperson
Mr. Mack Crossland, Project Director

TELEPHONE: (918) 456-6177

TRAINEE TARGET GROUP: Cherokee adults who are unemployed or underemployed because they lack marketable job skills and who have limited communication skills in English. The target area covers the entire Cherokee nation of several communities in eastern Oklahoma. Full-blooded Cherokees are given preference in enrollment, although not all trainees are full-blooded.

TRAINING CHARACTERISTICS: About 50 trainees are enrolled in the program. Each trainee receives instruction and practice in one of four occupational skills areas: (1) carpentry, (2) masonry, (3) electricity, or (4) plumbing. Classes in all skills are held simultaneously for 3 hours on two weeknights and Saturday. Each trainee attends only one class a week; therefore, about one-third of the trainees are present for any particular class period. Classes are conducted during 40 weeks of the year; thus, each trainee receives 120 hours of classroom/workshop instruction. Additionally, 6-hour practicum sessions are held on Saturdays on an irregular basis throughout the year. All classroom/workshop instruction is provided in the Bilingual/ Cross-Cultural Center's facility. The practicum sessions involve on-site work under the supervision of the instructors and/or project managers at actual construction work sites. These on-site practicums are conducted as projects can be identified/developed and as weather permits.

The project provides trainees $10 per class or practicum session attended. This payment is intended to help defray transportation and other costs trainees incur in order to attend the program.

CHINATOWN MANPOWER PROJECT, INC.

SPONSOR: Chinatown Manpower Project, Inc.

ADDRESS: 70 Mulberry Street
New York, NY 10013

CONTACT: Ms. Nora Wang, Executive Director
Mr. K. S. Quan, Project Director
Mr. Edward Lee, Coordinator, Korean Component

TELEPHONE: (212) 571-1691

TRAINEE TARGET GROUPS: Chinese-speaking immigrants and refugees and Korean immigrants who have limited English-speaking ability and who lack marketable job skills. The outreach efforts of the project have resulted in about three times as many applicants as training openings, and a waiting list of applicants is maintained. Starting with the current training year, the length of the training cycle has been shortened from 24 to 16 weeks in order to enroll additional persons.

TRAINING CHARACTERISTICS: Three cycles each year conducted separately for the Chinese and Korean components. All trainees receive instruction in basic office practice, typing, job-related English-as-a-Second Language (ESL), and job counseling. Trainees in the Chinese component also receive instruction in recordkeeping skills, while the Korean-speaking trainees are provided instruction in entry-level bookkeeping. Twenty trainees are enrolled in each class in each component; thus, during the course of the program year, 120 persons are trained--60 each in the Chinese and Korean components. Classes are scheduled 7 hours a day, 5 days a week, for 16 weeks. Trainees are paid a small stipend--$30 per week--which is meant to defray (or help to defray) the costs (such as transportation, lunches, child care) that they will incur while in training. All books and related materials are provided by the project at no cost to the trainees.

EVERETT COMMUNITY COLLEGE
BILINGUAL VOCATIONAL EDUCATION PROGRAM

SPONSOR: Everett Community College

ADDRESS: 801 Wetmore Avenue
Everett, WA 98201

CONTACT: Dr. Susan Quattrociocchi-Gordon, Project Director
Ms. Sandra Cross, Program Coordinator

TELEPHONE: (206) 2[illegible]9-7151

TRAINEE TARGET GROUPS: Southeast Asians, principally refugees, primarily from Laos, Cambodia and Vietnam, who have limited English-speaking ability and lack marketable job skills.

TRAINING CHARACTERISTICS: Three vocational classes are conducted: welding (1 cycle per year for 33 weeks); food technology (1 cycle covering 66 weeks); and, chore service (3 cycles per year, 11 weeks each cycle). All trainees receive instruction in job-related English-as-a-second-language (ESL) and job search techniques (filling out employment applications, resume writing, job interviewing skills). During the first year of the training program, 19 trainees completed the welding program, 15 completed the first year of the food technology program, and 75 completed the chore service training. The classes are scheduled 5 days a week, with varying numbers of hours for each skill (including job-related ESL instruction): welding--40 hours per week; food technology--27.5 hours per week; and chore service--21 hours per week.

The bilingual vocational training project staff established the Asian Center in cooperation with its sponsor, Everett Community College, and the Snohomish County Refugee Forum. The Asian Center provides assistance to refugees and their families by providing information, referral, counseling, and employment services.

The trainees are eligible for and receive the Basic Educational Opportunity Grant (BEOG) to help pay for the equipment, tools and/or books needed for the welding and food technology classes. Trainees are not required to pay tuition.

HACER/HISPANIC WOMEN'S CENTER

SPONSOR: Hispanic American Career Educational Resources, Inc. (H.A.C.E.R.)

ADDRESS: 115 West 30th Street
Room 900
New York, NY 10001

CONTACT: Dr. Norma Stanton, Project Director
Charissa Collazo, Program Coordinator

TELEPHONE: (212) 868-0623

TRAINEE TARGET GROUPS: Spanish speakers, mostly from Puerto Rico, the Dominican Republic, Colombia, and other Latin American countries. Persons recruited are unemployed or underemployed who lack entry level skills or need to upgrade their skills.

TRAINING CHARACTERISTICS: Two vocational classes of 40 persons each are funded under the bilingual vocational training program. These classes offer instruction in upgrading manual office skills (typing, filing, telephone); automated office skills (use of the microcomputer for word processing, text editing, and other functions related to office skills); job-related ESL (or Business English), and career planning and job search skills. The classes extend for 19 weeks, the total number of hours of instruction varies according to the individual's skill level and time schedule. If trainees have completed the instructional objectives, they may be placed in jobs before the end of the training cycle. They may also practice on the computers at HACER after they have obtained a job, when the machines are available.

HOUSTON COMMUNITY COLLEGE SYSTEM
BILINGUAL VOCATIONAL EDUCATION PROGRAM

SPONSOR: Houston Community College

ADDRESS: 3620 Crawford Street
Houston, TX 77004

CONTACT: Mr. Daniel A. Munguia, Project Director

TELEPHONE: (713) 520-0777

TRAINEE TARGET GROUPS: Limited or non-English-speaking persons whose native language is Spanish, primarily immigrants from Mexico, Central America, South America, and the Caribbean. Of the trainees enrolled currently, the largest numbers are from Mexico, El Salvador, Colombia, and Cuba, with smaller numbers from five other countries, including a few who are U.S.-born. Trainees are recruited from among the unemployed and underemployed in the Houston area, some of whom are recent arrivals in this country. Demand exists among the target group to support an expanded program, and attempts are being made to supplement the federally funded project with a bilingual vocational training program funded by the community college.

TRAINING CHARACTERISTICS: Training is provided to a class of about 60 trainees in entry-level air conditioning and refrigeration skills. The trainees in the class are divided into 3 groups of about 20 trainees each, based on English and vocational ability levels. The training is conducted during 32 weeks over a 36-week period. The 3 groups of trainees attend the project 5 days a week, 6 hours a day. Each day the trainee groups attend 2-hour sessions in (1) a theory class, (2) a job-related English class, and (3) a laboratory/workshop with "hands-on" training. Instruction in basic math--including, for example, weights and measures and solving job-related problems such as calculations of cubic feet of space--is woven into the theory and job-related English classes.

Trainees who meet the eligibility criteria receive a training allowance from the local CETA prime sponsor. About one-third of the trainees receive the stipend of $2.50 per hour or $15 per day.

METROPOLITAN STATE COLLEGE
BILINGUAL VOCATIONAL ENGLISH TRAINING PROGRAM

SPONSOR: Metropolitan State College
Community Learning Center

ADDRESS: 1006 11th Street
Denver, CO 80204

CONTACT: Dr. Michael Tang, Executive Director
Ms. Norma Zarlow, Project Director

TELEPHONE: (303) 629-3115

TRAINEE TARGET GROUPS: The Bilingual Vocational English Training (BVET) Program has served a variety of clients since it first received funding in 1980. Since its first year, the project has served refugee populations, principally Southeast Asians (Vietnamese, Cambodian, Laotian, Hmong). Other groups served by the project include persons whose native language is Spanish, Korean, Filipino, Ethiopian, Russian, Polish, and Czech. Special translators volunteer or are hired by the hour as necessary to provide bilingual training to the various language groups. The project's target groups have changed as the local limited English-speaking and refugee populations have changed and according to need or demand for job training among the various groups. During the 1982-83 program year, attempts are being made to recruit additional persons of Hispanic backgrounds.

TRAINING CHARACTERISTICS: Occupational skills training is provided primarily on the job at employer work sites. Training is being offered in three general occupational areas: (1) health care, (2) clerical/general business, and (3) light manufacturing assembly. The specific training occupations within these general areas are changed frequently, depending on labor market conditions. Persons who are provided entry-level on-the-job training are in one of two categories: (1) those who are paid a wage by the employer during the training period (trainee-employees), and (2) those who are not paid (trainees).

Vocational English-as-a-second language (VESL) instruction is provided to trainees in each of the occupational areas. In addition to the job skills and VESL training, all entry-level trainees receive job counseling instruction from the project job developer/counselor.

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SOLIDARIDAD HUMANA, INC.

SPONSOR: Solidaridad Humana, Inc.

ADDRESS: 107 Suffolk Street
New York, New York 10002

CONTACT: Hector Perez, Project Coordinator

TELEPHONE: (212) 254-0350

TRAINEE TARGET GROUPS: Spanish-speaking immigrants from Puerto Rico, the Dominican Republic, Colombia and other Hispanic countries. Persons recruited have low limited English-speaking ability and lack marketable job skills.

TRAINING CHARACTERISTICS: Four classes of 22 persons each are funded under the bilingual vocational training program. These classes all offer instruction in data entry/keypunch, typing, job-related ESL, and job counseling workshops. The classes extend for 36 weeks, with starting dates staggered over a 4-month period. Classes are scheduled 4 1/2 hours a day, 5 days a week. Trainees who complete the instructional objectives sometimes are placed in jobs before the end of the class cycle.

APPENDIX C

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APPENDIX D

CLASSIFICATION OF COMPLETERS, DROPOUTS AND PLACEMENTS

APPENDIX D

As noted in Chapter V, considerable variation exists in records kept in bilingual vocational training projects regarding completers, dropouts and job placements. A useful data system, which would be consistent across projects, would include:

- Persons who are accepted and enrolled in the program; that is, who are trainees.

  --If there is probationary or "trial" enrollment for a limited period of perhaps a few days, persons who drop out at the end of that brief period would not be classified as trainees (and, therefore, would not be counted as noncompleters), but any alternates who replaced them would be trainees.

- Persons who leave the program after any brief trial period but prior to completion (non-completers) can be classified into these categories:

  --Dismissed, with reasons specified; for example, disciplinary problem;
  --Left voluntarily (dropped out), with reasons specified; for example, did not like training, could not keep up and became discouraged, moved away from the area, etc.;
  --Left involuntarily; for example, health problem or injury; and
  --Left voluntarily (positive termination); for example, to enter advanced training course or to take a job.

Persons in the latter category should not be counted as job placements, a term that should be reserved for program completers. However, "positive terminations" should be retained as a separate category and not included with the other categories of non-completers in calculating dropout rates.

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